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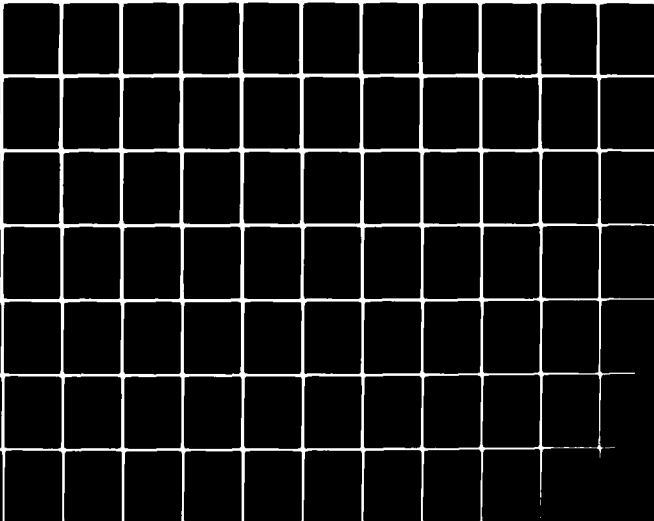
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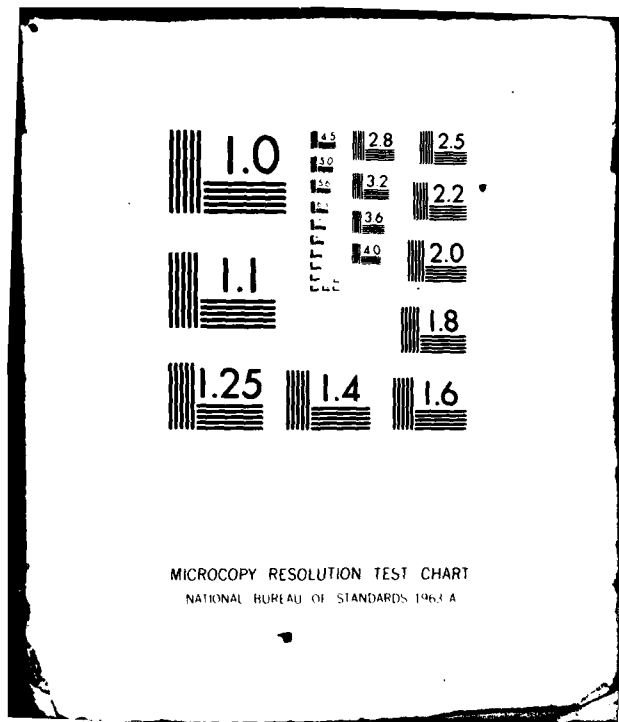
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areas. A desk-top analysis conducted against a field-experience backdrop also addressed planning procedures to further define guidance requirements. The study concludes that organizational relocation is feasible, but that additional study is needed to further develop planning guidance before the concept is considered for adoption as a national policy.

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ORGANIZATIONAL RELOCATION A Field Perspective

North Carolina
Division of Emergency Management
Department of Crime Control & Public Safety

FINAL REPORT

by

William C. Dobson, Jr. and Edwin H. Harris, Jr.

for

Federal Emergency Management Agency
Washington, D. C. 20472

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PREFACE

A brief review of the current Nuclear Civil Protection Program, the proposed organizational relocation concept and their expected relation will make it easier to understand the findings in this report. The core goal of the current program is to save the greatest number of people in the event of a nuclear attack. It provides two mutually supporting options for accomplishing this task.

The first option in the current program, in-place protection, calls for the protection of people at or near their places of residence or work. This tactic is designed primarily to respond to a short or no-notice attack by making use of the blast, heat, and fallout protection available in existing buildings. The key concern of this option is to provide the best available protection convenient to the in-place population.

The second option of the current program, crisis relocation, takes an entirely different approach to providing the population protection from an enemy nuclear attack. It focuses on the orderly relocation of the population of threatened areas. During an international crisis, people would be relocated from high risk areas (those areas expected to experience the direct effects of nuclear weapons) to low risk areas. This option also provides for the reception, care, and fallout protection of relocatees in the safer host areas. (It should also be noted that fallout protection would be provided to the residents of host areas.)

These two options complement each other. Relocation would probably be the first-choice option because it provides superior protection in terms of distance from the area expected to experience the direct effects of nuclear weapons. However, available time and other hindrances might preclude the timely relocation of threatened populations. In such situations, the in-place protection option would complement the relocation effort by providing the best available protection.

Although nationwide nuclear civil protection planning is now based on this dual-axis approach, it should be pointed out that crisis relocation is a relatively new concept and is still in the formative stage. Current research, of which this report on organizational relocation is one example, is examining various aspects of the basic concept.

Organizational relocation, which will be defined more completely in the text of the report, is nothing more than current crisis relocation with an emphasis on the relocation of people in larger organized groups rather than as smaller individual family groups. Such larger

groups would include employing commercial and industrial firms and government agencies whose continued function is necessary to the survival of the population in a nuclear crisis. Also included would be large organizations not essential to population survival but whose relocation as organizations would provide host areas already organized groups with the capability to reduce the host area burden of staffing and managing reception and care activities.

The current crisis relocation option already makes some provision for the organizational relocation idea, but it does not emphasize it. The organizational relocation concept, on the other hand, calls for the dominant emphasis of the idea early in the planning stage.

Most importantly, the organizational relocation strategy calls for the integration of a paramount organizational relocation emphasis into current planning. The results should be a continuation of the current crisis relocation option with a stronger emphasis on the relocation of people as members of employing organizations.

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Chapter 1

INTRODUCTION

Knowledge of the boundaries of the problems addressed in this report and the investigative approaches to them will amplify an understanding of this work. To discuss these factors adequately, this chapter is divided into five sections. These entail: a general background, a statement of the problems, the framework in which the study was conducted, a brief account of efforts to review literature and the design of the investigations upon which this work rests.

BACKGROUND

The organizational relocation concept surfaced as an attempt to more completely address the problem of supporting a large part of the American population in essentially rural areas during a national emergency. The energizing concern was that the capability of host areas to support such a large scale evacuation would be quickly overwhelmed. Although there are other motivating factors, a basic thrust of organizational relocation, then, is to moderate the burden on host areas during emergencies by minimizing requirements for host area support of evacuees.

Efforts to further refine the organizational relocation concept to support this goal have continued. William W. Chenault and Cecil H. Davis, in Organizational Relocation, conclude that the concept offers significant advantages.¹ Their work both evaluates the concept

and offers the first version of the planning guidance necessary to implement the idea. Organizational Relocation, however, is not supported by direct field experience. (This current study assumes that its readers are familiar with the detailed procedures in Organizational Relocation.)

To fill this experience void, the Defense Civil Preparedness Agency (since renamed the Federal Emergency Management Agency) requested that the North Carolina Division of Emergency Management, then the Division of Civil Preparedness, conduct a field test to study the organizational relocation concept. North Carolina elected to conduct this field study in Winston-Salem, a city near the center of the State.

Winston-Salem was selected as the study site for several reasons. It is a typical Category III Risk Area. The population in the risk area is approximately 204,000, and it contains a wide variety of types and sizes of industrial and commercial firms. Winston-Salem also has a very active civil preparedness program, and the North Carolina Nuclear Civil Protection Planners were scheduled to conduct Phase II Crisis Relocation Planning for the city during the same general period that this study was to be conducted. This allowed the Pilot Organizational Relocation Project research team to interfuse, to a certain extent, its planning with crisis relocation planning as required by current guidance.

This field experience was essential to the continuing development of the organizational relocation concept. It was the first effort to obtain field data directly related to this concept. This study, then, is the first field experience based attempt to define the real-world boundaries governing the feasibility of organizational relocation.

PROBLEM STATEMENT/OBJECTIVES

The basic thrust of this study was to provide evidence of the feasibility of organizational relocation and to generate a greater understanding of the existing planning guidance. To achieve these core purposes, four areas of investigation were addressed: industrial acceptance, local government acceptance, arguments revolving around the concept, and first-effort guidance.

Industrial Acceptance

Since organizational relocation is heavily dependent upon voluntarism, especially on the part of industrial and commercial firms (often referred to as "organizations" in this study), its acceptance by such firms must be considered a major element in efforts to determine if the concept is feasible. Industrial management would become the fundamental user of the organizational relocation concept as well as its prime manager. The basic question, then, focuses on concept acceptance: Is the organizational relocation concept acceptable to industrial and commercial firms?

This study limited its examination of this problem to consideration of evaluations of the concept by on-site organizational officials. Frequently this approach provided contact with officers of corporations and other forms of legal entities who had the authority to commit their organizations to a course of action. On other occasions, on-site contacts with firms were not at the organizational executive level. In all cases, however, organizational contacts occupied positions of responsibility and could evaluate the concept with a great deal of authority and assurance that they were providing the response preferred

by their firm. Typically, they had titles such as general manager, manager, personnel director, safety director, plant manager or chief of security.

It was realized, of course, that the operant interest clusters found at individual industrial and commercial sites are most probably expressed by at least three infrastructure groups. Remote corporate headquarters may express one cluster of interests while local management voice entirely different concerns, and employees articulate still others. However, an inquiry to determine if the interest of these three groups align on this question was beyond the scope of this study.

It should also be mentioned that this study was conducted in an environment that can best be described, in terms of the existing guidance, as normal. That is, international tension was at a level considered to be more or less commonplace in today's environment. In such an environment, it has been theorized, organizations of all types would have only a mild interest in emergency planning and could not be expected to participate in detailed organizational relocation planning.

Local Government Acceptance

Local government officials were also asked to evaluate the organizational relocation concept to enhance the completeness of the data relating to the strategy's acceptability. Since local government in risk and host areas would retain massive responsibilities if the organizational relocation concept were adopted as national policy, their assessment is also critical to its further development and possible implementation.

Consequently, this study reflects the assessment of key government officials from both the Winston-Salem risk area and its supporting

host area. It should be noted that the officials contacted were well informed on crisis relocation planning, but they had no previous experience with the organizational relocation concept. Their assessment of the strategy, then, represents their initial thoughts on the question of concept acceptance: Is the organizational relocation concept acceptable to local government?

Arguments Concerning Organizational Relocation

It is important to the development of the organizational relocation concept to consider as many aspects of the problem as possible. Often a fresh argument will provide an entirely new perspective of a problem. This study took advantage of this phenomenon and addressed the major arguments revolving around the organizational relocation concept in order to view the concept from different points of view and to profit from fresh insights.

The assessment process dealt with a range of arguments that impacted on both the questions of feasibility and, peripherally, the question of industrial acceptance. Questions that pertain directly to crisis relocation and indirectly to organizational relocation as a different facet of crisis relocation are also provided for the reader's evaluation.

The arguments that were studied were encountered during the field portion of this study. As such, they represent the reaction of the prime users of the concept to their initial contact with it.

No attempt was made to marshal the arguments for and against organizational relocation into some weighted hierarchy for the purpose of deciding for or against the concept. Instead, an effort was made to understand the different concerns voiced and to use this understanding

to further clarify the boundaries of the problems impinging upon organizational relocation.

Comparative Analysis of Planning Guidance

After examining the difficulties with planning guidance encountered during the field portion of the project, this analysis compared the salient strategies of organizational relocation and crisis relocation by family residence. It was not a point-by-point comparison of planning tactics. Instead, by focusing on the major thrusts in the planning guidance, this analysis attempted to develop insights relating to the planning requirements associated with organizational relocation. Basically, this inquiry was designed to better define any implementation-hindering boundaries inadvertently established by the existing first-effort planning guidance.

Of necessity, this analytical effort was primarily conducted as a desk-top exercise: crisis relocation by family residence guidance was not subjected to field testing, and this study's field test of organizational relocation was limited to First Stage planning. An effort was made to take advantage of the experience gained during the field test of First Stage organizational relocation planning guidance by applying it where feasible. As a basis for this extended use of the field data and to enhance the development of future guidance, the difficulties encountered during First Stage organizational relocation planning were fully analyzed.

FRAMEWORK OF STUDY

The procedures and methods that formulate the ideational framework of this study are based on the fact that direct field experience

is needed to assess the feasibility of organizational relocation. Until this study was implemented, all the work on the concept was based on theory and desk-top exercises. Much of the theory was formulated against a vast matrix of experience, but it was not direct experience. That is, potential users of the concept had not been exposed to the information in Organizational Relocation, and it had not been implemented to any degree in the field. These factors dictated that this study adopt a practical field approach to the problem.

The framework generated from a consideration of these factors resulted in field-oriented study. In the most basic terms, an effort was made to expose the concept to potential users and to experimentally implement the concept to a limited degree. The data derived from these activities was then analyzed and applied to several different problem areas. In certain areas of investigation, it was not feasible to rely on direct field experience. But even in such situations, the experience gained by a direct application of the concept in the field played a major role and as such should be recognized as a prime authoritative factor in this study.

Basic Assumptions

Major assumptions should be limited to those situations in which facts necessary to problem resolution are not, in a practical sense, available. This study has one assumption which fits this general rule.

This assumption pertains to the individuals interviewed in industrial and commercial firms in the Winston-Salem area. As was explained earlier, the individuals interviewed occupied positions of authority and responsibility, but not all of them were empowered to

commit their firms to a course of action. It was assumed that the responses that they provided were the ones preferred by their firms. Those who fell into this category sometimes made clear that although they could not make such a decision, they believed that those with such authority would have provided the same responses.

Definition of Terms

Although this study has not generated any new terminology, it may be useful at this point to reiterate, briefly explain, and consider the concept of organizational relocation in its proposed relationship to crisis relocation planning. Organizational relocation has been defined as:

. . .the relocation of intact organizational groups from threatened risk areas to adjacent host areas. Both employees and their dependents (who reside in the risk area) would travel directly to predesignated Relocation Headquarters, where they would be hosted and sheltered for the duration of a nuclear crisis. Employing organizations accounting for from 25 to 40 percent of a risk area population would be included in the organizational portion of a Crisis Relocation Plan.²

Further, the concept requires that the managers of industrial and commercial firms (and government agencies evacuating as organizations) use their staffs to help plan and manage reception and care services. Firms would become involved as entities during planning stages well before any relocation took place, and their involvement as such would continue for the duration of the relocation. Depending upon the essentiality of their normal jobs, workers in these firms would either commute to work in the risk area or would be assigned a job in the host area.

As a minimum, it is theorized that this approach to crisis relocation would:

- Provide a specific, pre-designated relocation address to evacuating employees and their families.
- Provide already-organized evacuee groups in numerous Host Area facilities, reducing the burden of staffing and managing R/C [Reception and Care] Services for a significant portion of the evacuee population.
- Maintain greater continuity and capacity in organizations to operate during a crisis -- and facilitating the resumption of organized activity following a crisis.³

The current first-effort guidance, Organizational Relocation (RS 2-8-32), has been intentionally written to allow the incorporation of organizational relocation planning techniques into the crisis relocation plans now being developed. Organizational relocation planning was designed to be accomplished in stages which are compatible to the stages in which current crisis relocation planning is expected to occur to support this objective. In theory, then, organizational relocation planning could be integrated into the current planning effort without loss of momentum.

LITERATURE REVIEW

The review of literature related to organizational relocation was limited primarily to Defense Civil Preparedness Agency planning and research publications. These documents were studied closely to provide a background matrix against which to view organization relocation feasibility and guidance. These references are listed in the bibliography.

A cursory search for non-guidance literature directly related to organizational relocation was conducted. The search was limited to a check of Library of Congress subject listings, card files in the D. H. Hill Library at the North Carolina State University, the North Carolina State Library, Readers Guide to Periodical Literature, and

Public Information Service listings. This search was unproductive. No material was identified that could be directly related to organizational relocation. In general, most of the industry-related civil preparedness material presently available is concerned with various aspects of in-place shelter concepts and programs and is somewhat outdated.

Organization relocation literature other than guidance was also sought from two additional sources: the Federal Emergency Management Agency's Staff College and the Federal Emergency Management Agency's Office in Region IV. These efforts were also unproductive.

DESIGN OF INVESTIGATIONS

The basic requirement to provide evidence of the feasibility of organizational relocation controlled the design of this study. The study included four areas of investigation: assessment of industrial acceptance, assessment of government acceptance, consideration of arguments for and against the concept and a comparative analysis of planning guidance. Direct field experience was designed into the study whenever possible and provided a background matrix for investigative considerations in all areas.

Industrial Acceptance

Direct contact with industrial and commercial management was the major characteristic of this area of investigation. This effort began with the construction of a list of potential candidate firms, followed by an initial visit to selected organizations, the development of summary plans for a limited number of firms, and a second visit to these organizations.

The first task was the identification of firms operating in the Winston-Salem risk area. A list of potential industrial and commercial firms was developed by using North Carolina Employment Security Commission data and identifying firms by Standard Industrial Codes.⁴ This list initially contained four groups. Inclusion within a group was based on the number of employees within a firm. The list was divided into sized groups in order to insure that guidance-required emphasis could be placed on larger organizations. This tentative list was then coordinated with government officials in the risk area and compared to telephone directories and maps to insure that the firms were still in business and in the risk area.

The next step was to determine which of the organizations were essential as defined by the existing guidance. Several steps were taken to identify such firms: the "Essential Supplies and Services for Crisis Relocation," Table 7-1 in CPG 2-8-C, was compared to the tentative list;⁵ "List A: Candidate Activities to be Kept in Operation Within Risk Areas During Periods of Crisis Relocation" in CPG 2-8-B was compared to the tentative list;⁶ the appropriate provisions of the North Carolina Civil Preparedness Emergency Operations Plan For War were applied to the tentative list;⁷ the "Winston-Salem Risk Conglomerate Phase I Planning Report" requirements were compared to the tentative list; and lastly, host area requirement statements generated by nuclear civil protection planners were compared to the tentative list.

This effort produced a Final Research Sample List that contained five groups. The make-up of four of these groups was determined solely

by the number of employees in each firm. (See Tables 10 through 13, pp. 40-47.) The fifth group was made up of essential organizations. This group was also arranged internally into smaller groups according to their size. (See Tables 14 through 17, pp. 48-54.) The Final Organizational Research Sample List groups were:

Group A (200 + Employees)

Group B (199 - 100 Employees)

Group C (99 - 50 Employees)

Group D (49 - 25 Employees)

Essential Group A (200 + Employees)

Essential Group B (199 - 100 Employees)

Essential Group C (99 - 50 Employees)

Essential Group D (49 - 25 Employees)

It was from these groups that random organizational contacts were sought.

The plan to collect data was controlled by written procedures to insure that each organizational contact was made in essentially the same way. (See Figures 1 and 2, pp. 13-15.) During first visits to organizations a short briefing was presented to the interviewees, and their questions were answered. Project researchers then questioned the interviewees.

The information briefing on organizational relocation included background, purpose, logic, method and desired participation. A standard table-top briefing aid was developed to insure that all organizational contacts received the same information. (See Appendix A, p. 192.) This briefing was generally presented to one individual although two or three persons were sometimes present.

Figure 1 - Procedures for First Organizational Visit

1. References:
 - a. Pilot Organizational Relocation Project (PORP) Work Outline, revised 25 September 1979.
 - b. Organization First Visit Data Collection and Observation Worksheet.
 - c. Organization First Visit Appointment Log.
2. Contact the organization by telephone:
 - a. Identify yourself and state that you are with the North Carolina Division of Civil Preparedness.
 - b. Ask to speak to an officer of the company at the highest possible management level concerning nuclear disaster planning.
 - c. When in contact with an officer:
 - (1) Identify yourself and state that you are with the North Carolina Division of Civil Preparedness.
 - (2) State that you would appreciate a few minutes of his time to discuss nuclear disaster planning.
 - d. Complete a work-copy line entry on an appointment log.
3. Prior to the interview:
 - a. Number reference 1b in accordance with the research sample list.
 - b. Complete items 1-4, on reference 1b.
4. During the interview:
 - a. Present the initial contact briefing.
 - b. Complete items 5-15 on reference 1b.
5. Make estimates, as required by guidance, where summary planning information is essential but not available.

Figure 1 (continued)

6. Following the interview, complete a brief memorandum for record if unusually strong organizational reaction was noted.
7. File the completed reference 1b, with memorandum for record if prepared, in the First Contact File according to the sample list number.

Figure 2 - Procedures for Second Organizational Visit

1. References:

- a. Pilot Organizational Relocation Project (PORP) Work Outline, revised 25 September 1979.
- b. Organization First Visit Data Collection and Observation Worksheet.
- c. Completed Summary Contingency Plan for Organizational Relocation.
- d. Organization Second Visit Observation Worksheet.

2. Study reference 1b pertaining to the organization to be visited.

3. Contact the organization by telephone:

- a. Identify yourself and state that you are with the North Carolina Division of Civil Preparedness.
- b. Ask to speak to the contact listed in reference 1b concerning his firm's Summary Contingency Plan for Organizational Relocation.
- c. When the contact is on the telephone, state that you have completed (or partially completed) his firm's TEST Summary Contingency Plan for Organizational Relocation and would like a few minutes of his time to discuss it.

4. Prior to the interview:

- a. Place the Sample List Number on reference 1d (same number as in reference 1b).
- b. Complete items 1-3, on reference 1d.

5. During the interview:

- a. Brief the organization's representative on the firm's Summary Contingency Plan.
- b. Complete items 4-7 on reference 1d.

6. Following the interview, complete a brief memorandum for record if any unusually strong organizational reaction is noted.

7. File the completed reference 1d, with memorandum for record if prepared, in the Second Contact File according to the sample list number.

At the end of the initial contact briefing, a data collection form was completed by the interviewer. (See Figure 3, pp. 17-18.) This form contained four evaluation questions that were asked each interviewee. The questions were designed to allow the interviewee the opportunity to express his opinions on the organizational relocation concept. This same form was also designed to solicit the information needed to develop "Summary Contingency Plans for Organizational Relocation".

The summary planning data collected during the first visits to organizations was then used to prepare summary plans for selected organizations in the risk area. These summary plans served as the primary vehicle for second visits to organizations. (See Appendix B, p. 212.) The development of these plans also served as a means by which to evaluate and develop a greater understanding of First Stage organizational relocation planning. Summary planning also enriched the effort to conduct a general comparative analysis of planning strategies.

Second visits to a limited number of organizations were conducted approximately two to three months after the first visits. Interviewees had sufficient time between visits to absorb first visit information and to discuss the concept with their associates. During the second visits, interviewees were briefed on their organization's "Summary Contingency Plan for Organizational Relocation" and were then asked the same four questions asked on the first visit. (See Figure 4, pp. 19-20.)

In summary, to support the field portion of this study, data collection procedures and instruments were devised. Using these, two visits were made to commercial and industrial organizations in the risk area. During the first visit, data was collected on which to base the

Figure 3 - Organization First Visit Data Collection
and Observation Worksheet

NORTH CAROLINA DIVISION OF EMERGENCY MANAGEMENT
PILOT ORGANIZATIONAL RELOCATION PROJECT
ORGANIZATION FIRST VISIT DATA COLLECTION AND OBSERVATION WORKSHEET

SAMPLE LIST NO. _____

1. DATE: _____
2. ORGANIZATION: _____
3. ADDRESS: _____
4. PHONE: _____
5. CONTACT: _____
6. DO YOU HAVE ANY QUESTIONS OR COMMENTS? _____

- _____
- _____
- _____
- _____
- _____
7. AS A CONCEPT, DO YOU THINK THAT CRISIS RELOCATION BY ORGANIZATION
IS A GOOD IDEA (WHY)? _____
- _____
- _____
- _____
- _____
- _____

Figure 3 - (continued)

8. DO YOU THINK THAT THE RELOCATION BY ORGANIZATION CONCEPT SHOULD BE ADOPTED AS NATIONAL POLICY (WHY)? _____

9. WOULD RELOCATION BY ORGANIZATION BE ACCEPTABLE TO YOUR FIRM (WHY)? _____

10. NUMBER OF EMPLOYEES: _____ TOT _____

11. NUMBER OF DEPENDENTS: E C _____

12. NUMBER OF EMP. & DEP. IN RISK AREA: % _____ # _____

13. NUMBER OF EMP. & DEP. IN RISK AREA W/TRANS: % _____ # _____

14. ORGANIZATIONAL TRANSPORTATION ASSETS:

CAN PROVIDE: ALL _____ PART OF SHORTFALL

SHORTFALL REMAINING: _____

15. H BLOCK: _____ CHECK IF SOME EMPLOYEES WILL NOT COMMUTE TO RISK AREA

C BLOCK: _____ CHECK IF FIRM IS ESSENTIAL
CHECK IF COOL-DOWN OR KEEP-WARM COMMUTERS ARE REQUIRED

O BLOCK: _____ CHECK IN ALL OTHER CASES AND EXPLAIN IN COMMENT BLOCK

Figure 4 - Organization Second Visit Observation Worksheet

NORTH CAROLINA DIVISION OF CIVIL PREPAREDNESS
PILOT ORGANIZATIONAL RELOCATION PROJECT
ORGANIZATION SECOND VISIT OBSERVATION WORKSHEET

SAMPLE LIST NO. _____

1. DATE: _____
2. ORGANIZATION: _____
3. CONTACT: _____
4. DO YOU HAVE ANY QUESTIONS OR COMMENTS? _____

5. AS A CONCEPT, DO YOU THINK THAT CRISIS RELOCATION BY ORGANIZATION IS A GOOD IDEA (WHY)? _____

6. DO YOU THINK THAT THE RELOCATION BY ORGANIZATION CONCEPT SHOULD BE ADOPTED AS NATIONAL POLICY (WHY)? _____

Figure 4 - (continued)

7. WOULD RELOCATION BY ORGANIZATION BE ACCEPTABLE TO YOUR FIRM (WHY)?

second visit. Between visits, data collected during the first visit was also used to conduct First Stage organizational relocation planning as stipulated in the current guidance.

Government Acceptance

Procedures similar to those employed during first visits to organizations were also used during a single visit to various risk area government officials and host area civil preparedness coordinators. (See Figure 5, p. 22.) The questions asked of government interviewees were also similar to those asked interviewees in industrial and commercial firms. (See Figure 6, pp. 23-24.)

Arguments For and Against Organizational Relocation

Arguments raised during first visits with industrial and commercial firms were documented on the same form used to record the interviewees' basic reactions to the organizational relocation concept. (See Figure 3, pp. 17-18.) The arguments were then listed according to their iteration rate in three groups: arguments for, arguments against and general comments on crisis relocation that also pertain to organization relocation. (See Tables 53, 55 and 57, pp. 105, 119 and 141.)

Similarly, arguments raised by government officials were also recorded. (See Figure 6, pp. 23-24.) These arguments were also arranged in lists to facilitate discussion. (See Tables 54, 56 and 58, pp. 118, 138 and 142.)

The analytical treatment of all arguments was, of necessity, general in nature. Each argument raised in direct reaction to organizational relocation was considered on its own merit as a potential real-world effect. An attempt was also made to summarize overall points of view to assist in the identification of boundaries and the

Figure 5 - Procedures for Initial Visit with Host and
Risk Government Officials

1. References:
 - a. Pilot Organizational Relocation Project (PORP) Work Outline, revised 25 September 1979.
 - b. Initial Host and Risk Government Contact Observation Worksheet.
2. Contact the local government official by telephone:
 - a. Identify yourself and state that you are with the North Carolina Division of Civil Preparedness.
 - b. State that you would like a few minutes of his time to discuss nuclear disaster planning.
3. Prior to interview:
 - a. Enter the county (city) name on reference 1b.
 - b. Complete items 1-5 on reference 1b.
4. During the interview:
 - a. Present the initial contact briefing
 - b. Complete items 6-9 on reference 1b.
5. Following the interview, complete a brief memorandum for record if any unusually strong reaction was noted.
6. File the completed reference 1b, with memorandum for record if prepared, in the initial host government contact file or the initial risk government contact file.

Figure 6 - Initial Host and Risk Government Contact
Observation Worksheet

NORTH CAROLINA DIVISION OF CIVIL PREPAREDNESS
PILOT ORGANIZATIONAL RELOCATION PROJECT
INITIAL HOST AND RISK GOVERNMENT CONTACT OBSERVATION WORKSHEET

COUNTY (CITY): _____

1. DATE: _____
2. OFFICE: _____
3. ADDRESS: _____
4. PHONE: _____
5. CONTACT: _____
6. DO YOU HAVE ANY QUESTIONS OR COMMENTS? _____

7. AS A CONCEPT, DO YOU THINK THAT CRISIS RELOCATION BY ORGANIZATION IS
A GOOD IDEA (WHY)? _____

Figure 6 - (continued)

8. DO YOU THINK THAT THE RELOCATION BY ORGANIZATION CONCEPT SHOULD BE ADOPTED AS NATIONAL POLICY (WHY)? _____

9. WOULD RELOCATION BY ORGANIZATION BE ACCEPTABLE TO YOUR COUNTY'S (CITY'S) GOVERNMENT (WHY)? _____

clarification of other points relating to the feasibility of the concept. Finally, although the guidance directed summary planning field experience gained during this study was not directly applicable to the examination of arguments, an effort was made to apply it where feasible.

Comparative Analysis

This look at the existing planning guidance was a comparison of the salient strategies of organizational relocation and relocation by family residence. Although not based on the results of this study's field test, it did seek to take advantage of the experience gained during the field test of First Stage planning guidance.

Basically, the advantages and disadvantages of the impact of planning techniques of each concept's salient strategies were discussed. These advantages and disadvantages were then compared in a further attempt to clarify understanding of guidance requirements.

Chapter 2

INDUSTRIAL ACCEPTANCE

Is organizational relocation acceptable to industry? This question is the central consideration in this chapter. Specifically, this chapter addresses the scope of the field work upon which this consideration is based and the accumulated data relating directly to industrial acceptance of the concept.

SCOPE OF INDUSTRIAL ACCEPTANCE INVESTIGATIONS

The scope of the investigations to assess industrial acceptance of the organizational relocation concept encompassed two periods of field work. The scope of each phase of field work, which involved interviews with representatives of industrial and commercial organizations, will be discussed in this section.

First Visit Field Work

The Final Organizational Research Sample List consisted of all identifiable organizations located in the Winston-Salem risk area employing a minimum of 25 employees. Of the total number of organizations on the final list, over 40 percent were interviewed to collect acceptance data and other planning information. Limited time available for the conduct of field work prevented efforts to contact all organizations on the list. First visit efforts were concentrated initially on the large size organizations, both essential (those organizations which must continue to function to insure national survival during a crisis period)

and non-essential (those organizations which are not necessary to national survival during a crisis relocation period). (See Tables 1-3, pp. 28-30.) Time spent with each organization during first visit interviews averaged well over half an hour. (See Table 4, p. 31.)

According to data provided by organizational management and census information, the total number of employees and dependents of organizations contacted represented almost 100 percent of the projected Winston-Salem risk area population. It was later estimated that only 74 percent of this projected population actually lived in the Winston-Salem risk area. (See Table 5, p. 32.) However, an obvious and rather significant risk area dependent multi-count occurred. Some employers estimated that up to 50 percent of their employees had wives or husbands that worked for other firms located in the risk area. It was concluded that although this unavoidable multi-count would have no impact on the overall accomplishment of the project's basic goal, the obvious multi-count made it impossible to determine with any accuracy when 25 to 40 percent of the risk area population, an established project sub-goal, had been accounted for in this study. To insure the validity of the project's scope in spite of risk area population multi-counting, the original high-end goal of 40 percent was almost doubled. Using this increased goal and allowing for a perfect population double-count, this study still accounts for approximately one half of the risk area population, a figure well above the original high-end goal of 40 percent. (See Table 6, p. 33.)

The scope of the first visit field work, then, was more than adequate. Data was obtained from a significant number of organizations which varied in size, function, and essentiality to provide ample evidence on which to base an assessment of the feasibility of organizational

Table 1 - Organizational Research Sample List

	Group A		Group B		Group C		Group D		Group E ⁽¹⁾	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
1. Tentative Research Sample List	47		50		70		122		241	
2. Deleted/Added ⁽²⁾	(-)-7		(-)-22		(-)-11		(-)-14		(-)-50	
3. Final Research List	40		28		59		108		191	
4. Refused Interview ⁽³⁾	3	7.5	2	7.15	6	10.17	4	3.71	4	2.10
5. Not Contacted	5	12.5	14	50	32	54.24	75	69.45	103	53.93
6. Contacted, Interviewed	32	80	12	42.86	21	35.6	29	26.86	84	43.98

NOTES:

- (1) See Table 2 for further analysis of Group E organizations.
 (2) Duplicate listing, not located in risk area, or firms found to be a different size than indicated by initial data.
 (3) Contacted, but unable to arrange for interviews due to an apparent lack of interest.

Number of employees: Gp A 200+
 Gp B 199-100
 Gp C 99-50
 Gp D 49-25
 Gp E Includes A, B, C & D size firms

Table 2 - Organizational Research Sample List
Further Analysis of Group E Organizations

	Gp E(A)		Gp E(R)		Gp E(C)		Gp E(D)	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
1. Tentative Research Sample List	28		33		70		110	
2. Deleted/Added ⁽¹⁾	(-)8		(-)8		(-)14		(-)20	
3. Final Research List	20		25		56		90	
4. Refused Interview ⁽²⁾	0	0	2	8	1	1.79	1	1.12
5. Not Contacted	1	5	10	40	23	41.08	69	76.67
6. Contacted, Interviewed	19	95	13	52	32	57.15	20	22.23

NOTES: Duplicate listing, not located in risk area, or firms found to be a different size than

(1) indicated by initial data.

(2) Contacted, but unable to arrange interviews due to an apparent lack of interest.

Number of employees: Gp A 200+
Gp B 199-100
Gp C 99-50
Gp D 49-25

Table 3 - Organizational Research Sample List
Recapitulation (All Organizations)

	All Gos	
	No.	Percent
1. Tentative Research Sample List	530	
2. Deleted/Added ⁽¹⁾	(-)104	
3. Final Research List	426	
4. Refused Interview ⁽²⁾	19	4.46
5. Not Contacted	229	53.76
6. Contacted, Interviewed	178	41.79

NOTES:

- (1) Duplicate listing, not located in risk area, or firms found to be a different size than indicated by initial data.
- (2) Contacted, but unable to arrange interviews due to an apparent lack of interest.

Table 4 - Average Time Spent (First Visit) With Each Firm Interviewed

<u>Group</u>	<u>Average Time(minutes)</u>
A - - - - -	40
B - - - - -	30
C - - - - -	32
D - - - - -	33
E-A - - - - -	38
E-B - - - - -	44
E-C - - - - -	37
E-D - - - - -	31
<hr/>	
<u>Overall Average Time(minutes)</u>	
	36

Note: Times were logged to the nearest 5 minutes.

Table 5 - Recapitulation of First Organizational Visits with Firms in the Winston-Salem Risk Area

	Number	Percent of Risk Area Population
1. Firms visited	178	--
2. Employees in firms visited	64,926	32
3. Dependent of employees in firms visited	134,700	66
4. Total of employees and dependents associated with firms visited	199,626	98
5. Total of line 4 who live in the Risk Area	151,764	74

Note: Based on an estimate of a risk area population of 204,000.

Table 6 - Recapitulation of Dependents Multi-Count Possibilities

	Number of Dependents	Number of Employees	Total Dependents & Employees	Est. Dependents & Employees in Risk Area(1)	Percent of Risk Area Population(2)
1. Dependents & employees accounted for in the study	134,700	64,926	199,626	151,716	74
2. Line 1 if 10% multi-count	121,230	64,926	186,156	141,479	69
3. Line 1 if 20% multi-count	107,760	64,926	172,686	131,241	64
4. Line 1 if 30% multi-count	94,290	64,926	159,216	121,004	59
5. Line 1 if 40% multi-count	80,820	64,926	145,746	110,767	54
6. Line 1 if 50% multi-count	67,350	64,926	132,276	100,530	49

Notes:

- (1) Based on an estimate that 76% of the total number of employees and dependents live in the risk area.
- (2) Based on estimate of a risk area population of 204,000.

relocation as perceived by industrial and commercial firms. As pointed out earlier, the validity of this effort was enhanced by the fact that the area in which the field work was conducted, Winston-Salem, is a Category III risk area and is considered a typical urban-industrial complex. The Winston-Salem risk area contains a population of over 200,000. In addition, high level management of the organizations visited were willing to spend considerable time with project researchers. The willingness of managerial personnel to participate to this degree reflected significant interest on the part of industry.

Second Visit Field Work

The primary purpose of second visit field work was to further assess industrial acceptance of the concept of organizational relocation by a second contact with selected industrial and commercial organizations. The primary vehicle for second visit field work was the "Summary Contingency Plan for Organizational Relocation." The development of summary plans also facilitated an evaluation of First Stage summary planning guidance developed by Chenault and Davis in Organizational Relocation.⁸

Summary plans were developed for just over 15 percent of the organizations initially contacted. All were located in the southern portion of the Winston-Salem risk area. Davidson County, which is located immediately to the south of the risk area, was selected as the host area. The selection of Davidson County as the host area was appropriate and in accordance with current crisis relocation planning and existing planning guidance. More than half of the organizations selected for summary planning were essential organizations requiring relocation to a site with convenient access to plant locations within

the risk area. In addition, a good combination of organizations by group size was obtained. (See Table 7, pp. 36-37.)

Of the total number of organizations for which summary relocation plans were prepared, interviews were successfully completed with over 81 percent. (See Table 8, p. 38.) The employees and dependents of the organizations visited for the second time represented slightly more than 10 percent of the total Winston-Salem risk area population. (See Table 9, p. 39.)

Although the limited time available for the preparation of summary plans and for the conduct of second visit field work precluded contact with a greater number of previously visited organizations, the second visit sample list was considered adequate. Sufficient data was collected to satisfy both the primary and secondary purposes of second visit field work.

FIRST VISIT ACCEPTANCE DATA

In this section, first visit data is addressed in two general organizational groups, non-essential and essential. Non-essential organizations are listed in Tables 10 through 13, pages 40 through 47, and are identified by Standard Industrial Code and a short description of general industry groups. Essential organizations are similarly identified in Tables 14 through 17, pages 48 through 54. Acceptance data pertaining to non-essential organizations is contained in Tables 18 through 26, pages 55 through 65. Similar data for essential organizations is contained in Tables 27 through 35, pages 66 through 75. Firm list numbers are used in the series of tables to facilitate identification of organizations by type and for cross reference purposes.

Table 7 - Research Sample Summary Plan List

Final List Number	Identification by Standard Industrial Code	Total Personnel in Risk Area
1. A-9	2339	927
2. A-10	2341	612
3. A-11	2511	788
4. A-21	3661	14,832
5. A-38	8221	433
6. B-8	3079	362
7. C-11	2512	173
8. C-16	3544	140
9. C-30	5399	164
10. C-52	7372	140
11. D-13	3241	19
12. D-15	3272	62
13. D-22	3634	112
14. D-24	5051	99
15. E-2(A)	1611	1004
16. E-4(A)	2051	918
17. E-6(A)	2082	1020
18. E-4(B)	3691	394
19. E-4(C)	2051	170
20. E-14(C)	4213	93
21. E-17(C)	5013	157
22. E-28(C)	5511	162
23. E-31(C)	5511	93

Table 7 - (continued)

Final List Number	Identification by Standard Industrial Code	Total Personnel in Risk Area
24. E-13(D)	2833	103
25. E-15(D)	4210	124
26. E-35(D)	5211	61
27. E-37(D)	5411	86
Total		23,248

Note: This list contains all organizations which were interviewed during first contacts with firms and which are in the area bounded by I-40 on the north, Peters Creek Parkway on the west and the east boundary of Forsyth County.

Table 8 - Second Visit Organizational Research Sample List

	No.	Percent
1. Sample List	27	--
2. Refused Interview(1)	2	7.40
3. Not Available for Interview(2)	3	11.11
4. Contacted, Interviewed	22	81.48

Notes:

- (1) Contacted, but unable to arrange an interview.
- (2) Individuals originally contacted were either no longer with the same firm, were hospitalized, or had been transferred.

Table 9 - Recapitulation of Second Organizational Visits with Firms in the Winston-Salem Risk Area

	Number	Percent of Risk Area Population
1. Firms Visited	22	--
2. Employees in Firms Visited	8,253	4.04
3. Dependents of Employees in Firms Visited	17,252	8.45
4. Total of Employees and Dependents Associated with Firms Visited	25,505	12.50
5. Total of Line 4 Who Live in the Risk Area	20,432	10.01

Table 10 - Final Organizational Research Sample List

Group A

(200 + Employees)

Of the 47 Group A organizations initially placed on the Tentative Research Sample List, seven were deleted because of duplicate listings, determination that the organizations were not located in the risk area or because some firms were found to be a different size than indicated by initial data. The Standard Industrial Code is used to identify the 40 Group A organizations below that comprise the Final Research Sample List.

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
1.	1742 - Construction, Special(1)	17.	3552 - Machinery, Except Electrical
2.	2111 - Tobacco Manufactures	18.	3552
3.	2141	19.	3585
4.	2251 - Textile Mill Products	20.	3643 - Electrical/Electronic Machinery
5.	2252	21.	3661
6.	2252(1)	22.	3823 - Measuring Instruments
7.	2254	23.	4511 - Air Transportation
8.	2254(2)	24.	5023 - Wholesale, Durable Goods(2)
9.	2339 - Apparel	25.	5311 - General Merchandise Stores
10.	2341	26.	5311
11.	2511 - Furniture and Fixtures	27.	5311
12.	2511	28.	5311
13.	2511	29.	5311
14.	2732 - Printing and Publishing(1)	30.	5331(1)
15.	3429 - Fabricated Metal Products(2)	31.	6311 - Insurance
16.	3498	32.	7011 - Lodging Places

Table 10 (continued)

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
33.	7349 - Business Services	37.	8221 - Educational Services
34.	7362(1)	38.	8221
35.	7392	39.	8299
36.	7393	40.	8699 - Membership Organizations

Notes:

- (1) On final list but not contacted.
- (2) On final list but refused interview.

Table 11 - Final Organizational Research Sample List

Group B

(199 - 100 Employees)

Of the 50 Group B organizations initially placed on the Tentative Research Sample List, 22 were deleted because of duplicate listings, determination that the organizations were not located in the risk area or because some firms were found to be a different size than indicated by initial data. The Standard Industrial Code is used to identify the 28 Group B organizations below that comprise the Final Research Sample List.

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
1.	1711 - Construction, Special (1)	15.	6371
2.	1731	16.	7210 - Personal Services (1)
3.	2131 - Tobacco Manufactures	17.	7210
4.	2241 - Textile Mill Products	18.	7362 - Business Services (1)
5.	2653 - Paper, Allied Products(2)	19.	7392(1)
6.	2653	20.	7394(2)
7.	2655(1)	21.	7399
8.	3079 - Rubber, Plastic Products	22.	8211 - Educational Services(1)
9.	3315 - Primary Metal Industries	23.	8321 - Social Services(1)
10.	5081 - Wholesale, Durable Goods	24.	8321(1)
11.	5081(1)	25.	8331(1)
12.	5093	26.	8351(1)
13.	5944 - Miscellaneous Retail (1)	27.	8641 - Membership Organizations(1)
14.	6324 - Insurance	28.	8999 - Miscellaneous Services(1)

Notes:

- (1) On final list but not contacted.
- (2) On final list but refused interview.

Table 12 - Final Organizational Research Sample List

Group C

(99 - 50 Employees)

Of the 70 Group C organizations initially placed on the Tentative Research Sample List, 11 were deleted because of duplicate listings, determination that the organizations were not located in the risk area or because some firms were found to be a different size than indicated by initial data. The Standard Industrial Code is used to identify the 59 Group C organizations below that comprise the Final Research Sample List.

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
1.	1623 - General Contractors(2)	17.	3599(1)
2.	1711 - Construction, Special(1)	18.	3599
3.	1711(2)	19.	3728 - Transportation Equipment
4.	1711	20.	3999 - Miscellaneous Manufacturing
5.	1721(1)	21.	5014 - Wholesale, Durable Goods(1)
6.	1731(2)	22.	5072
7.	2131 - Tobacco Manufactures	23.	5074(1)
8.	2221 - Textile Mill Products	24.	5083(1)
9.	2295(2)	25.	5083
10.	2394 - Apparel(2)	26.	5087(1)
11.	2512 - Furniture and Fixtures	27.	5194 - Wholesale, Non-durable Goods(1)
12.	2752 - Printing and Publishing	28.	5311 - General Merchandise Stores
13.	2752(1)	29.	5331(1)
14.	2875 - Chemicals, Allied Products(2)	30.	5399
15.	3429 - Fabricated Metal Products(1)	31.	5399
16.	3544 - Machinery, Except Electrical	32.	5611 - Apparel, Accessory Stores(1)

Table 12 (continued)

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
33.	5621(1)	47.	6552(1)
34.	5621(1)	48.	7011 - Lodging Places(1)
35.	5722 - Furniture, Home Furnishings	49.	7011(1)
36.	5733(1)	50.	7210 - Personal Services
37.	5941 - Miscellaneous, Retail	51.	7349 - Business Services(1)
38.	5942(1)	52.	7372
39.	5944 (1)	53.	7997 - Amusement, Recreation Services(1)
40.	5949	54.	8111 - Legal Services(1)
41.	5961	55.	8111(1)
42.	5962(1)	56.	8211 - Educational Services(1)
43.	5962(1)	57.	8361 - Social Services(1)
44.	5962	58.	8361(1)
45.	6411 - Insurance Agents, Brokers(1)	59.	8931 - Miscellaneous Services(1)
46.	6510 - Real Estate(1)		

Notes:

- (1) On final list but not contacted.
- (2) On final list but refused interview.

Table 13 - Final Organizational Research Sample List

Group D
(49 - 25 Employees)

Of the 122 Group D organizations initially placed on the Tentative Research Sample List, 14 were deleted because of duplicate listings, determination that the organizations were not located in the risk area or because some firms were found to be a different size than indicated by initial data. The Standard Industrial Code is used to identify the 108 Group D organizations below that comprise the Final Research Sample List.

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
1.	1623 - General Contractors(2)	16.	3272
2.	1711 - Construction, Special(1)	17.	3273(1)
3.	1711(1)	18.	3273(2)
4.	1711(1)	19.	3469 - Fabricated Metal Products
5.	1731	20.	3471(1)
6.	1743(1)	21.	3599 - Machinery, Except Electrical
7.	1799(1)	22.	3634 - Electrical/Electronic Machinery
8.	2257 - Textile Mill Products(2)	23.	4810 - Communications(1)
9.	2541 - Furniture and Fixtures	24.	5051 - Wholesale, Durable Goods
10.	2642 - Paper, Allied Products	25.	5063(1)
11.	2791 - Printing and Publishing(1)	26.	5063(3)
12.	2893 - Chemicals, Allied Products	27.	5065
13.	3241 - Stone, Clay, Concrete Products(3)	28.	5065
14.	3251	29.	5074
15.	3272	30.	5081(1)

Table 13 (continued)

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
31.	5081(1)	53.	5661(1)
32.	5082	54.	5661(1)
33.	5085(1)	55.	5661(1)
34.	5113 - Wholesale, Non-durable Goods(1)	56.	5699(1)
35.	5145	57.	5712 - Furniture, Home Furnishings(1)
36.	5145(1)	58.	5712(3)
37.	5159	59.	5712(1)
38.	5194(1)	60.	5713(2)
39.	5331 - General Merchandise Stores(1)	61.	5732(1)
40.	5531 - Automotive Dealers, Gasoline Stations(1)	62.	5733(1)
41.	5531(3)	63.	5733(1)
42.	5561(1)	64.	5943 - Miscellaneous, Retail(1)
43.	5571(1)	65.	5949(1)
44.	5611 - Apparel, Accessory Stores(1)	66.	5992(1)
45.	5611(1)	67.	5999(1)
46.	5611(1)	68.	6211 - Security, Commodity Brokers(1)
47.	5621(1)	69.	6311 - Insurance(1)
48.	5621(1)	70.	6311(1)
49.	5621(1)	71.	6311(1)
50.	5621(1)	72.	6311
51.	5621(1)	73.	6361(1)
52.	5621(1)	74.	6510 - Real Estate
		75.	6711 - Holding, Investment Offices(3)

Table 13 (continued)

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
76.	7011 - Lodging Places(1)	93.	7362(3)
77.	7011(1)	94.	7394(1)
78.	7011(1)	95.	7399(1)
79.	7011(1)	96.	7997 - Amusement, Recreation Services(1)
80.	7011	97.	7999(1)
81.	7210 - Personal Services(1)	98.	8211 - Educational Services(1)
82.	7210(1)	99.	8211(1)
83.	7221	100.	8211(1)
84.	7261(1)	101.	8211
85.	7299(1)	102.	8221(1)
86.	7311 - Business Services(1)	103.	8244(1)
87.	7312(1)	104.	8321 - Social Services(1)
88.	7321(1)	105.	8361(1)
89.	7321(1)	106.	8631 - Membership Organizations(1)
90.	7349(1)	107.	8641(1)
91.	7361(1)	108.	8931 - Miscellaneous Services(1)
92.	7361(3)		

Notes:

- (1) On final list but not contacted.
- (2) On final list but refused interview.
- (3) Less than 25 Employees.

Table 14 - Final Organizational Research Sample List

Essential Organizations - Group Size A
(200 + Employees)

Of the 28 Group A essential organizations initially placed on the Tentative Research Sample List, eight were deleted because of duplicate listings, determination that the organizations were not located in the risk area or because some firms were found to be a different size than indicated by initial data. The Standard Industrial Code is used to identify the 20 Group A essential organizations below that comprise the Final Research Sample List.

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
1.	1520 - Building Construction	11.	4210
2.	1611 - General Contractors	12.	4811 - Communication
3.	2026 - Food, Kindred Products	13.	4911 - Electric, Gas, Sanitary Service
4.	2051	14.	5411 - Food Stores
5.	2051	15.	5810 - Eating, Drinking Places
6.	2082	16.	6025 - Banking
7.	2711 - Printing and Publishing(1)	17.	8051 - Health Services
8.	4210 - Motor Freight Transportation	18.	8062
9.	4210	19.	8062
10.	4210	20.	8062

Note:

(1) On final list but not contacted.

Table 15 - Final Organizational Research Sample List

Essential Organizations - Group Size B

(199 - 100 Employeee)

Of the 33 Group B essential organizations initially placed on the Tentative Research Sample List, eight were deleted because of duplicate listings, determination that the organizations were not located in the risk area or because some firms were found to be a different size than indicated by initial data. The Standard Industrial Code is used to identify the 25 Group B essential organizations below that comprise the Final Research Sample List.

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
1.	1540 - Building Construction	14.	5810(1)
2.	2051 - Food, Kindred Products	15.	5810(1)
3.	2439 - Lumber, Wood Products	16.	5810(1)
4.	3691 - Electrical/Electronic Machinery	17.	5810
5.	4131 - Passenger Transportation	18.	5810(1)
6.	4210 - Motor Freight Transportation	19.	5810(2)
7.	4899 - Communication(2)	20.	5912 - Miscellaneous, Retail(1)
8.	5411 - Food Stores(1)	21.	6025 - Banking
9.	5411(1)	22.	6162 - Credit Agencies(1)
10.	5511 - Automotive Dealers, Gasoline Stations	23.	8051 - Health Services
11.	5511	24.	8051
12.	5810 - Eating, Drinking Places(1)	25.	8059
13.	5810(1)		

Notes:

- (1) On final list but not contacted.
- (2) On final list but refused interview.

Table 16 - Final Organizational Research Sample List

Essential Organizations - Group Size C

(99 - 50 Employees)

Of the 70 Group C essential organizations initially placed on the Tentative Research Sample List, 14 were deleted because of duplicate listings, determination that the organizations were not located in the risk area or because some firms were found to be a different size than indicated by initial data. The Standard Industrial Code is used to identify the 56 Group C essential organizations below that comprise the Final Research Sample List.

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
1.	1540 - Building Contractors(1)	17.	5013 - Wholesale, Durable Goods
2.	1540	18.	5039(1)
3.	1540	19.	5141 - Wholesale, Non-durable
4.	2051 - Food, Kindred Products	20.	5172
5.	2086(2)	21.	5199
6.	2431 - Lumber, Wood Products	22.	5251 - Building Materials
7.	2449	23.	5411 - Food Stores(1)
8.	3273 - Stone, Clay, Concrete Products	24.	5411(1)
9.	4121 - Passenger Transportation(1)	25.	5462
10.	4210 - Motor Freight Transportation	26.	5511 - Automotive Dealers, Gasoline Stations
11.	4210	27.	5511
12.	4210	28.	5511
13.	4210	29.	5511
14.	4213	30.	5511(1)
15.	4833 - Communication	31.	5511
16.	4924 - Electric, Gas, Sanitary Services	32.	5810 - Eating, Drinking Places

Table 16 (continued)

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
33.	5810(1)	45.	6023(1)
34.	5810(1)	46.	6025
35.	5810(1)	47.	6122 - Credit Agencies(1)
36.	5810(1)	48.	6122
37.	5810(1)	49.	6123
38.	5810(1)	50.	7342 - Business Services
39.	5810(1)	51.	8051 - Health Services
40.	5810(1)	52.	8059(1)
41.	5810(1)	53.	8059(1)
42.	5810(1)	54.	8059(1)
43.	5812(1)	55.	8063
44.	6020 - Banking	56.	8071(1)

Notes:

- (1) On final list but not contacted.
- (2) On final list but refused interview.

Table 17 - Final Organizational Research Sample List

Essential Organizations - Group Size D

(49 - 25 Employees)

Of the 110 Group D essential organizations initially placed on the Tentative Research Sample List, 20 were deleted because of duplicate listings, determination that the organizations were not located in the risk area or because some firms were found to be a different size than indicated by initial data. The Standard Industrial Code is used to identify the 90 Group D essential organizations below that comprise the Final Research Sample List.

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
1.	1520 - Building Contractors(1)	16.	4210(1)
2.	1520(3)	17.	4210
3.	1540(1)	18.	4210(1)
4.	1540(3)	19.	4210(1)
5.	1540	20.	4789 - Transportation Services
6.	1540(2)	21.	5012 - Wholesale, Durable Goods(1)
7.	1611 - General Contractors(1)	22.	5013(1)
8.	2026 - Food, Kindred Products(1)	23.	5013(1)
9.	2033	24.	5039
10.	2051(1)	25.	5122 - Wholesale, Non-durable (1)
11.	2099(1)	26.	5141(1)
12.	2431 - Lumber, Wood Products(1)	27.	5142
13.	2833 - Chemicals, Allied Products	28.	5142(1)
14.	4210 - Motor Freight Transportation	29.	5142
15.	4210	30.	5148(1)

Table 17 (continued)

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
31.	5148(1)	54.	5810(1)
32.	5172(1)	55.	5810(1)
33.	5199(1)	56.	5810(1)
34.	5211 - Building Materials(1)	57.	5810(1)
35.	5211	58.	5810(1)
36.	5251(1)	59.	5810(1)
37.	5411 - Food Stores	60.	5810(1)
38.	5411(1)	61.	5810(1)
39.	5411(1)	62.	5810(1)
40.	5411(1)	63.	5810(1)
41.	5451(1)	64.	5810(1)
42.	5511 - Automotive Dealers, Gasoline Stations(1)	65.	5810(1)
43.	5511(1)	66.	5810(1)
44.	5511(1)	67.	5810(1)
45.	5511(1)	68.	5810(1)
46.	5541	69.	5810(1)
47.	5541(3)	70.	5810(1)
48.	5810 - Eating, Drinking Places(1)	71.	5810(1)
49.	5810(1)	72.	5810(1)
50.	5810(1)	73.	5912 - Miscellaneous, Retail(1)
51.	5810(1)	74.	5912(1)
52.	5810(1)	75.	5912(1)
53.	5810(1)	76.	5912(1)

Table 17 (continued)

No.	Identification by Standard Industrial Code	No.	Identification by Standard Industrial Code
77.	6022 - Banking	84.	7342 - Business Services(1)
78.	6023(1)	85.	7539 - Automotive Repair(1)
79.	6023(1)	86.	8011 - Health Services(1)
80.	6123 - Credit Agencies	87.	8011(1)
81.	6131(1)	88.	8021(1)
82.	6145(3)	89.	8059
83.	6146(1)	90.	8081(1)

Notes:

- (1) On final list but not contacted.
- (2) On final list but refused interview.
- (3) Less than 25 employees.

Table 18 - (Continued)

		Group A																		
		Firm List No.															Sub-			
Total		23	25	26	27	28	29	31	32	33	35	36	37	38	39	40	Totals	Totals		
Response		23	25	26	27	28	29	31	32	33	35	36	37	38	39	40	Totals	Totals		
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	14	30		
	No																			
	Undecided										x						1	2		
2. Do you think that the relocation by organization concept should be adopted as a national policy?	Yes		x	x	x	x		x	x	x	x	x	x	x		x	12	27		
	No																			
	Undecided	x					x								x		3	5		
3. Would relocation by organization be acceptable to your firm?	Yes	x	x	x	x	x		x	x	x	x	x	x	x	x	x	14	29		
	No																1	1		
	Undecided						x											2		

Table 19 - Industrial Assessment by Firms Contacted Summary (First Visit)

	Group A			
	Number of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	32	30/93.75	0/0	2/6.25
2. Do you think that the relocation by organization concept should be adopted as a national policy?	32	27/84.38	0/0	5/15.63
3. Would relocation by organization be acceptable to your firm?	32	29/90.63	1/3.13	2/6.25

Table 20 - Industrial Assessment by Firms Contacted (First Visit)

Group B														
Type	Firm List No.													
Response	2	3	4	6	8	9	10	12	14	15	17	21	Totals	
1. As a concept, do you think that crisis relocation by organization is a good idea?														
Yes	x	x	x	x	x	x	x	x	x	x	x	x	11	
No						x							1	
Undecided														
2. Do you think that the relocation by organization concept should be adopted as a national policy?														
Yes	x	x		x	x	x	x		x	x	x	x	9	
No						x							1	
Undecided			x					x					2	
3. Would relocation by organization be acceptable to your firm?														
Yes	x		x	x	x	x	x		x	x	x	x	9	
No							x						1	
Undecided		x										x	2	

Table 21 - Industrial Assessment by Firms Contacted Summary (First Visit)

Group B				
	Number of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	12	11/91.67	1/8.34	0/0
2. Do you think that the relocation by organization concept should be adopted as a national policy?	12	9/75	1/8.34	2/16.67
3. Would relocation by organization be acceptable to your firm?	12	9/75	1/8.34	2/16.67

Table 22 - Industrial Assessment by Firms Contacted (First Visit)

		Group C																							
		Firm List No.																							
Type	Response	4	7	8	11	12	16	18	19	20	22	25	28	30	31	35	37	40	41	44	50	52	Totals		
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes																						18		
	No	x					x																2		
	Undecided										x												1		
2. Do you think that the relocation by organization concept should be adopted as a national policy?	Yes																						17		
	No	x					x																2		
	Undecided										x		x										2		
3. Would relocation by organization be acceptable to your firm?	Yes																						16		
	No	x					x																2		
	Undecided										x		x									x	3		

Table 23 - Industrial Assessment by Firms Contacted Summary (First Visit)

	Group C			
	Number of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	21	18/85.72	2/9.53	1/4.77
2. Do you think that the relocation by organization concept should be adopted as a national policy?	21	17/80.96	2/9.53	2/9.53
3. Would relocation by organization be acceptable to your firm?	21	16/76.19	2/9.53	3/14.29

Table 24 - Industrial Assessment by Firms Contacted (First Visit)

		Group D																												Sub-Totals
		Firm List No.																												
Type	Response	5	9	10	12	13	14	15	16	19	21	22	24	26	27	28													Sub-Totals	
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes	x		x		x	x	x		x	x	x				x													10	
	No				x								x																3	
	Undecided		x					x																					2	
2. Do you think that the relocation by organization concept should be adopted as a national policy?	Yes			x			x	x	x		x	x				x													8	
	No				x								x																3	
	Undecided	x	x						x		x																		4	
3. Would relocation by organization be acceptable to your firm?	Yes			x	x		x	x	x	x	x	x	x	x		x													12	
	No																												1	
	Undecided		x																								x		2	

Table 24 - (Continued)

		Group D														Sub Totals	Totals
Type	Response	29	32	35	37	41	58	72	74	75	80	83	92	93	101		
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes	x	x	x	x	x	x	x	x	x	x	x	x	x		13	23
	No																3
	Undecided														x	1	3
2. Do you think that the relocation by organization concept should be adopted as a national policy?	Yes	x	x	x	x	x	x	x	x	x	x	x	x	x		13	21
	No																3
	Undecided														x	1	5
3. Would relocation by organization be acceptable to your firm?	Yes	x	x	x	x	x	x	x	x	x	x	x	x	x		13	25
	No																1
	Undecided														x	1	3

Table 25 - Industrial Assessment by Firms Contacted Summary (First Visit)

	Group D			
	Number of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	29	23/79.31	3/10.35	3/10.35
2. Do you think that the relocation by organization concept should be adopted as a national policy?	29	21/72.42	3/10.35	5/17.25
3. Would relocation by organization be acceptable to your firm?	29	25/86.21	1/3.45	3/10.35

Table 26 - Industrial Assessment by Firms Contacted Summary (First Visit)

	Groups A B C D			
	Number of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	94	82/87.24	6/6.39	6/6.39
2. Do you think that the relocation by organization concept should be adopted as a national policy?	94	74/78.73	6/6.39	14/14.90
3. Would relocation by organization be acceptable to your firm?	94	79/84.05	5/5.32	10/10.64

Table 27 - Industrial Assessment by Firms Contacted (First Visit)

		Group E-A																				
		Firm List No.																				
Type	Response	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Totals
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	15
	No																					
	Undecided								x						x	x				x		4
2. Do you think that the relocation by organization concept should be adopted as a national policy?	Yes	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	12
	No																					1
	Undecided	x							x	x					x				x		x	6
3. Would relocation by organization be acceptable to your firm?	Yes	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	15
	No																					
	Undecided	x				x				x						x						4

Table 28 - Industrial Assessment by Firms Contacted Summary (First Visit)

	Group E-A			
	Number of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	19	15/78.95	0/0	4/21.06
2. Do you think that the relocation by organization concept should be adopted as a national policy?	19	12/63.16	1/5.27	6/31.58
3. Would relocation by organization be acceptable to your firm?	19	15/78.95	0/0	4/21.06

Table 29 - Industrial Assessment by Firms Contacted (First Visit)

		Group E-B																								
Type	Response	Firm List No.																								
		1	2	3	4	5	6	10	11	17	21	23	24	25	Totals											
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes	x	x	x		x	x		x	x	x		x												9	
	No				x																				1	
	Undecided							x				x		x											3	
2. Do you think that the relocation by organization concept should be adopted as a national policy?	Yes			x		x	x	x	x	x	x	x	x												9	
	No																									
	Undecided	x		x	x									x											4	
3. Would relocation by organization be acceptable to your firm?	Yes			x		x	x		x		x	x	x												7	
	No																									
	Undecided	x		x	x			x		x				x											6	

Table 30 - Industrial Assessment by Firms Contacted Summary (First Visit)

	Group E-B				
	Number of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided	
1. As a concept, do you think that crisis relocation by organization is a good idea?	13	9/69.23	1/7.70	3/23.08	
2. Do you think that the relocation by organization concept should be adopted as a national policy?	13	9/69.23	0/0	4/30.77	
3. Would relocation by organization be acceptable to your firm?	13	7/53.85	0/0	6/46.16	

Table 31 - (Continued)

		Group E-C																	
		Firm List No.														Sub-Totals		Totals	
Type	Response	22	25	26	27	28	29	31	32	44	46	48	49	50	51	55	Totals	Totals	Totals
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	15	29	
	No																	2	
	Undecided																	1	
2. Do you think that the relocation by organization concept should be adopted as a national policy?	Yes	x		x	x	x	x	x	x	x	x	x	x	x	x	x	14	24	
	No																	1	
	Undecided		x														1	7	
3. Would relocation by organization be acceptable to your firm?	Yes	x		x	x	x		x	x	x	x	x	x	x	x	x	13	29	
	No																	1	
	Undecided		x														2	2	

Table 32 - Industrial Assessment by Firms Contacted Summary (First Visit)

	Group E-C			
	Number of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	32	29/90.63	2/6.25	1/3.13
2. Do you think that the relocation by organization concept should be adopted as a national policy?	32	24/75	1/3.13	7/21.88
3. Would relocation by organization be acceptable to your firm?	32	29/90.63	1/3.13	2/6.25

Table 33 - Industrial Assessment by Firms Contacted (First Visit)

		Group E-D																				
		Firm List No.																				
Type	Response	2	4	5	9	13	14	15	17	20	24	27	29	35	37	46	47	77	80	82	89	Totals
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes		x	x	x	x			x	x	x	x	x	x	x			x	x	x	x	15
	No																					
	Undecided	x					x	x								x	x					5
2. Do you think that the relocation by organization concept should be adopted as a national policy?	Yes			x	x	x	x		x	x	x	x	x	x	x	x		x	x	x	x	16
	No																					
	Undecided	x					x	x								x						4
3. Would relocation by organization be acceptable to your firm?	Yes		x		x	x	x		x	x	x	x	x	x	x	x		x	x	x	x	15
	No																					1
	Undecided			x				x	x							x					x	4

Table 34 - Industrial Assessment by Firms Contacted Summary (First Visit)

	Group E-D			
	Number of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	20	15/75	0/0	5/25
2. Do you think that the relocation by organization concept should be adopted as a national policy?	20	16/80	0/0	4/20
3. Would relocation by organization be acceptable to your firm?	20	15/75	1/5	4/20

Table 35 - Industrial Assessment by Firms Contacted Summary (First Visit)

	Group E		
	Number of Responses	No./Percent Yes	No./Percent No Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	84	68/80.96	3/3.58 13/15.48
2. Do you think that the relocation by organization concept should be adopted as national policy?	84	61/72.62	2/2.38 21/25
3. Would relocation by organization be acceptable to your firm?	84	66/78.58	2/2.38 16/19.05

Non-Essential Groups

First visit data collected from non-essential organizations reflected a high degree of acceptance of the organizational relocation strategy. In Group A, the group containing the largest size organizations, almost 94 percent of the interviewees stated that the crisis relocation by organization concept was "a good idea." The highest percentage of interviewees who did not like the idea, just 10 percent, were found in Group D, the group containing the smallest size organizations. In general, the responses of non-essential organizational management provided positive evidence of the acceptability of organizational relocation to industry. (See Tables 18 through 26, pp. 55-65.) For a summary, see Table 26 on page 65.

Essential Groups

Data collected from essential organizations reflected no significant deviation from that collected from non-essential organizations. In Group E-C, over 90 percent of the organizational representatives interviewed stated that they considered the relocation by organization concept to be "a good idea." Of the essential organizations, Group E-B contained the largest percentage of interviewees, less than 8 percent, who did not like the concept. Representatives of essential organizations, then, strongly accepted the concept of organizational relocation. (See Tables 27 through 35, pp. 66-75.) For a summary, see Table 35 on page 75.

Combined Data

When non-essential and essential group acceptance data is combined, the evidence as to the acceptability of organizational relocation by industrial and commercial firms continues to be convincing.

Almost 81 percent of all responses from all organizations supported the concept while less than 5 percent did not. (See Tables 36 and 37, pp. 78-79.) For a comparison of approval rates ("yes" responses to all questions) by organization groupings see Figure 7, page 80.

SECOND VISIT ACCEPTANCE DATA

In this section, second visit acceptance data will be compared with similar data collected during the first visit. The purpose of this comparison is to determine if any significant changes in organizational representative attitudes toward the acceptance of an organizational relocation strategy occurred during the two to three month period between visits.

Significant changes in organizational management attitudes toward the organizational relocation concept occurred during the period between first and second visits. All change was in favor of the concept. Nearly 91 percent of the organizational representatives contacted during second visits indicated that they thought the concept was a good idea. This reflected an increase in acceptance of nearly 23 percent. In addition, the number of organizational representatives rejecting the concept dropped over 18 percent. (See Tables 38 and 39, pp. 81-84.)

When consolidated first and second visit responses are compared, second visit data reflects an increase of approximately 17 percent in organizational representative acceptance of the concept. Additionally, the number of representatives rejecting the idea dropped over 12 percent while the number of representatives who were undecided decreased nearly 5 percent. (See Table 40, p. 85.)

Industrial acceptance of the organizational relocation concept, then, changed significantly during the interval between first and second

Table 36 - Industrial Assessment by Firms Contacted Summary (First Visit)

	All Groups				
	Number of Responses	No./Percent	Yes	No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	178	150/84.27		9/5.06	19/10.68
2. Do you think that the relocation by organization concept should be adopted as national policy?	178	135/75.85		8/4.5	35/19.67
3. Would relocation by organization be acceptable to your firm?	178	145/81.46		7/3.94	26/14.61

Table 37 - Industrial Assessment by Firms Contacted (First Visit)
 Recapitulation of All Responses to All Questions

Total Responses	No./Percent		No./Percent	
	Yes		No	
				Undecided
534	430/80.53		24/4.5	
			80/14.99	

Figure 7 - Comparison of Approval Rates (Yes Responses) of Firms Interviewed
(All Responses to all Questions)

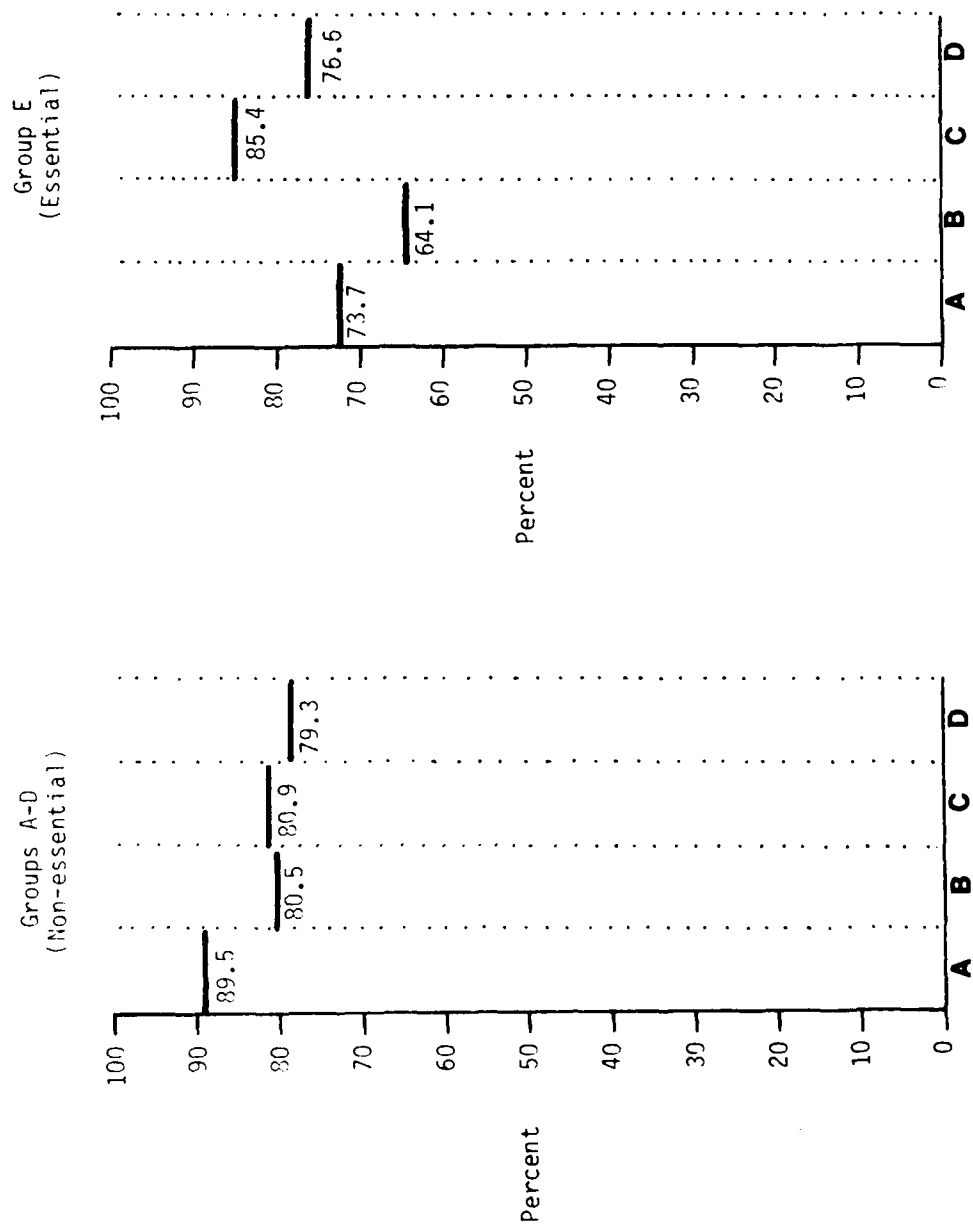


Table 38 - Comparison of Industrial Assessment by Firms Contacted Twice

Type Response	Firm List No. and Visit Identification									
	A-11		A-21		A-38		B-8		C-11	
	1st	2nd	1st	2nd	1st	2nd	1st	2nd	1st	2nd
1. As a concept, do you think that crisis relocation by organization is a good idea?	x	x	x	x	x	x	x	x	x	x
2. Do you think that the relocation by organization concept should be adopted as a national policy?	x	x	x	x	x	x	x	x	x	x
3. Would relocation by organization be amenable to your firm?	x	x	x	x	x	x	x	x	x	x

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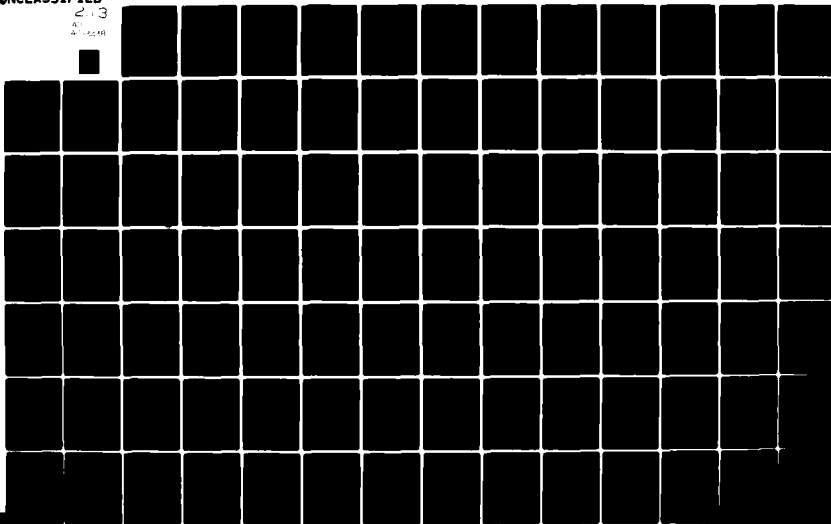
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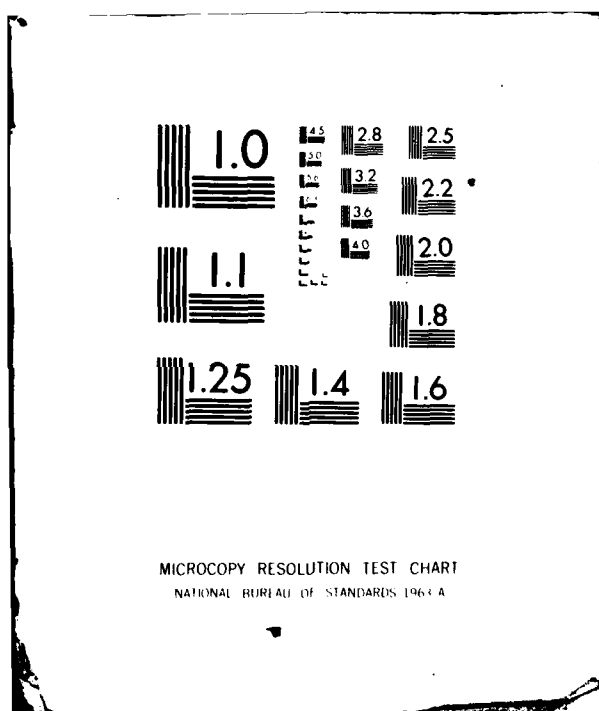


Table 38 (continued)

Firm List No. and Visit Identification																	
Type Response	D-15		D-22		D-24		E-2-A		E-4-A		E-4-B		E-4-C		E-17-C		
	1st	2nd	1st	2nd	1st	2nd	1st	2nd	1st	2nd	1st	2nd	1st	2nd	1st	2nd	
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes		x	x	x		x	x	x	x				x		x	x
	No					x											
	Undecided	x												x			
2. Do you think that the relocation by organization concept should be adopted as a national policy?	Yes		x	x	x		x	x	x	x				x	x	x	x
	No					x											
	Undecided	x															
3. Would relocation by organization be acceptable to your firm?	Yes		x	x	x	x	x			x	x			x	x	x	x
	No																
	Undecided							x	x								

Table 38 (continued)

Firm List No. and Visit Identification													
Type Response	E-28-C		E-31-C		E-13-D		E-15-D		E-35-D		E-37-D		Totals 1st 2nd
	1st	2nd	1st	2nd	1st	2nd	1st	2nd	1st	2nd	1st	2nd	
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes	x	x	x	x	x	x	x	x	x	x	x	15 20
	No												4 0
	Undecided						x						3 2
2. Do you think that the reloca- tion by organi- zation concept should be adopted as a national policy?	Yes	x	x	x	x	x	x	x	x	x	x	x	15 20
	No												3 0
	Undecided							x					4 2
3. Would relo- cation by organization be acceptable to your firm?	Yes	x	x	x	x	x	x	x	x	x	x	x	17 18
	No												2 1
	Undecided						x						3 3

Table 39 - Comparison of Industrial Assessment by Firms Contacted Twice Summary

		No. of Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	1st Visit	22	15/68.18	4/18.18	3/13.63
	—	—	—	—	—
	2nd Visit	22	20/90.90	0/0	2/9.09
2. Do you think that the relocation by organization concept should be adopted as a national policy?	1st Visit	22	15/68.18	3/13.63	4/18.18
	—	—	—	—	—
	2nd Visit	22	20/90.90	0/0	2/9.09
3. Would relocation by organization be acceptable to your firm?	1st Visit	22	17/77.27	2/9.09	3/13.63
	—	—	—	—	—
	2nd Visit	22	18/81.81	1/4.54	3/13.63

Table 40 - Comparison of Industrial Assessment by Firms Contacted Twice
Recapitulation of All Responses to All Questions

	Total Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1st Visit	66	47/71.21	9/13.63	10/15.15
2nd Visit	66	58/87.87	1/1.51	7/10.60

visits. In all cases, the changes reflected an increase in support for the concept and provided stronger evidence of industrial acceptance of the organizational relocation strategy.

INTERVIEW REFUSAL RATE

Organizational interview refusal rates also reflect the degree to which the concept was accepted. A discussion of first and second visit refusal rates should further clarify the question of industrial acceptance.

First Visit

The percentage of organizational representatives refusing first visit interviews averaged less than 10 percent. The highest rate of interview refusals occurred in the non-essential Group C organizations with slightly over 22 percent of the contacts refusing an interview. More importantly, less than 5 percent of the organizational contacts of the essential organizations, Group E, refused an interview. (See Table 41, p. 87.)

Second Visit

The number of organizations refusing second visit interviews averaged just slightly over 8 percent. All refusals came from contacts in non-essential, Group A, organizations. This industrial group's refusal rate averaged 40 percent; however, this rate was not considered significant since the group contained only five organizations. (See Table 42, p. 88.)

Table 41 - Interview Refusal Rate(First Visit)

	Group A	Group B	Group C	Group D	Group E	Totals
1. Number of Firms Contacted	35	14	27	33	88	197
2. Number of Firms that Refused an Interview	3	2	6	4	4	19
3. Percent of Firms that Refused an Interview	8.57	14.29	22.22	12.12	4.55	9.64

Table 42 - Interview Refusal Rate(Second Visit)

	Group A	Group B	Group C	Group D	Group E	Totals
1. Number of Firms Contacted	5	1	4	4	13	27
2. Number of Contacts Still with the Firms Contacted	5	1	3	4	11	24
3. Number of Firms that Refused an Interview	2	0	0	0	0	2
4. Percent of Firms that Refused an Interview	40.00	0	0	0	0	8.33

Combined Data

The combined interview refusal rate of all organizations contacted was approximately 10 percent. The highest refusal rate, 20 percent, occurred in non-essential Group C organizations. The lowest refusal rate, about 4 percent, occurred in the essential organizations, Group E. (See Table 43, p. 90.)

The low overall interview refusal rate is considered significant. This is especially true when considering the high managerial level of most interviewees and the fact that they were willing to devote considerable time to project researchers.

OBSERVATIONS

First visit acceptance data provides convincing evidence that industry and commerce accepts a strategy of organizational relocation. Second visit acceptance data reinforces this finding and suggests that with additional time for consideration, the concept becomes even more acceptable to business. The low interview refusal rate and the high level managerial interest it reflects provide further evidence that industry and commerce accept the concept.

Table 43 - Recapitulation of Interview Refusal Rate(First and Second Visits)

	Group A	Group B	Group C	Group D	Group E	Totals
1. Number of Firms Contacted	40	15	31	37	101	224
2. Number of Contacts Still* with the Firms Contacted	40	15	30	37	99	221
3. Number of Firms that Refused an Interview	5	2	6	4	4	21
4. Percent of Firms that Refused an Interview	12.50	13.33	20.00	10.81	4.04	9.50

Note: *This line reflects the fact that three management contact points were no longer with their original firm when the second visits were conducted.

Chapter 3

GOVERNMENT ACCEPTANCE

Is organizational relocation acceptable to local government?

The main thrust of this study is to assess industrial acceptance of a strategy of organizational relocation; however, necessary contact with risk and host area government officials also provided a windfall opportunity to assess government acceptance of the concept.

SCOPE OF GOVERNMENT ACCEPTANCE INVESTIGATIONS

The investigation to assess government acceptance of the organizational relocation concept was limited to one-time interviews with various officials. Briefings and interviews were conducted with both risk and host area officials.

Risk Area Field Work

A total of 18 risk area city and county government officials were interviewed. A few of these officials served in a dual city-county capacity. In addition, the North Carolina Area D Emergency Management Coordinator, who has responsibility for the Winston-Salem/Forsyth County risk area and its associated host areas, was also interviewed. (See Table 44, p. 92.)

Host Area Field Work

Contacts with host area government officials were limited to the Emergency Management Coordinators in the five host counties supporting

Table 44 - Final Organizational Research Sample List

Essential Organizations - Risk Area Government	
No.	Organization
1.	Winston-Salem Finance Dept.
2.	Winston-Salem Police Dept.
3.	Winston-Salem Fire Dept.
4.	Winston-Salem Public Works Dept.
5.	Winston-Salem Transit Authority
6.	Winston-Salem/Forsyth County Schools
7.	Winston-Salem/Forsyth County Purchasing
8.	Winston-Salem Safety Director
9.	Forsyth County Fire Dept.
10.	Forsyth County Ambulance Service
11.	Forsyth County Health Dept.
12.	Forsyth County Social Services
13.	Forsyth County Sheriff
14.	Forsyth County Finance Director
15.	Kernersville Fire Dept.
16.	Kernersville Police Dept.
17.	Area D EM Coordinator
18.	Winston-Salem/Forsyth County EM Coordinator

Note: All listed risk area governmental organizations were contacted and interviewed.

the Winston-Salem risk area. (See Table 45, p. 94.) Although this does not constitute a numerically significant sample, the reaction of the host area coordinators provided some insight relative to host government acceptance of the concept of organizational relocation.

ACCEPTANCE DATA

Acceptance data will be discussed in three general groups: risk area, host area, and combined risk/host area. Data pertaining to risk area government officials is contained in Tables 46 through 48, pages 95-97. Similar data for host area officials is contained in Tables 49 through 51, pages 98-100. Combined risk and host area data is contained in Table 52, page 101.

Risk Area Data

Data collected from risk area government officials reflected a very high degree of acceptance of a strategy of organizational relocation. Almost 89 percent of the interviewees in this group indicated that they considered the concept "a good idea." Not one official rejected the idea and only about 11 percent were undecided. (See Table 47, p. 96.)

When all responses to all questions were considered, the evidence of risk area government acceptance of the concept of organizational relocation is convincing. Almost 91 percent of the responses favored the concept while less than 2 percent rejected it. (See Table 48, p. 97.)

Host Area Data

As previously indicated, efforts to collect acceptance data in

Table 45 -Final Organizational Research Sample List

Essential Organizations - Host Counties/Government	
No.	Organization
1.	Surry County EM Coordinator
2.	Stokes County EM Coordinator
3.	Yadkin County EM Coordinator
4.	Davie County EM Coordinator
5.	Davidson County EM Coordinator

Note: All listed EM Coordinators for host counties were contacted and interviewed.

Table 46 - Risk Area Government Assessment

		Departments/Agencies																			Totals
		City Finance	City Police	City Fire	City Public Works	City Transit Authority	City/County Schools	City/County Purchasing	City Public Safety	County Fire	County Ambulance Service	County Health	County Social Services	County Sheriff	County Finance	Kernersville Fire	Kernersville Police	NC Area D Coordinator	City/County Coordinator		
Questions	Type Response																				
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes	x	x	x	x	x	x	x	x	x	x	x		x	x	x	x	x	x	16	
	No																				
	Undecided						x							x						2	
2. Do you think that the relocation by organization concept should be adopted as national policy?	Yes	x	x	x	x	x		x	x	x	x	x		x	x	x	x	x	x	15	
	No																		x	1	
	Undecided						x							x						2	
3. Would relocation by organization be acceptable to your county's (city's) government?	Yes	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	18	
	No																				
	Undecided																				

Table 47 - Risk Area Government Assessment Summary

Questions	Number Responses	No./Percent		No./Percent	
		Yes		No	
1. As a concept, do you think that crisis relocation by organization is a good idea?	18	16/88.89		0/0	2/11.12
2. Do you think that the relocation by organization concept should be adopted as national policy?	18	15/83.34		1/5.56	2/11.12
3. Would relocation by organization be acceptable to your county's (city's) government?	18	18/100		0/0	0/0

Table 48 - Risk Area Government Recapitulation

Total Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
54	49/90.74	1/1.86	4/7.41

Table 49 - Host Area Government Assessment

	Type Response	Surry	Stokes	Yadkin	Davie	Davidson	Totals
1. As a concept, do you think that crisis relocation by organization is a good idea?	Yes		x	x	x		3
	No					x	2
	Undecided	x					0
2. Do you think that the relocation by organization concept should be adopted as national policy?	Yes		x	x	x		3
	No	x				x	2
	Undecided						0
3. Would relocation by organization be acceptable to your government?	Yes		x	x	x		3
	No	x				x	2
	Undecided						0

Table 50 - Host Area Government Assessment Summary

Questions	Number Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
1. As a concept, do you think that crisis relocation by organization is a good idea?	5	3/60	2/40	0/0
2. Do you think that the relocation by organization concept should be adopted as national policy?	5	3/60	2/40	0/0
3. Would relocation by organization be acceptable to your county's (city's) government?	5	3/60	2/40	0/0

Table 51 - Host Area Government Recapitulation

Total Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
15	9/60	6/40	0/0

Table 52 - Risk Area and Host Area Government Assessment
(Recapitulation of All Responses to All Questions)

Total Responses	No./Percent Yes	No./Percent No	No./Percent Undecided
69	58/84.06	7/10.15	4/5.80

host areas was minimal. Of the five officials interviewed, 60 percent indicated that they considered the concept of organizational relocation a good idea while 40 percent rejected the idea. The 40 percent rejection rate is not considered significant since only five interviewees provided data. (See Tables 49 and 50, pp. 98-99.) (Summary planning brought a second contact with one of the two host area coordinators who initially rejected the concept. He indicated that after giving it thought, he had changed his opinion and believed that the concept was a good idea.)

Combined Risk Host Area Data

All responses to all questions from both risk and host area government officials reflected a very high degree of acceptance of the concept. Over 84 percent of the total responses favored the concept while only about 10 percent rejected it. Approximately 6 percent were undecided. (See Table 52, p. 101.)

OBSERVATIONS

Risk area government data provides very strong evidence that government would accept a strategy of organizational relocation. Data from host area government, although limited, favored the concept. Combined risk and host area government data was preponderantly in favor of the concept.

Chapter 4

ARGUMENTS

During the course of this study many arguments for and against organizational relocation were encountered. This chapter addresses arguments from two sources: industrial and commercial firms and government agencies. Some of the arguments raised by interviewees duplicate those already examined by Chenault and Davis in Organizational Relocation.¹⁰ Such arguments are re-examined here because they were broached during the course of this study and represent the views of the concept's potential users.

If each argument is considered as a possible advantage or as a problem, a brief examination of each point of view should provide further evidence of the concept's feasibility. A positive approach to the consideration of problems might also result in suggested solutions or the identification of areas in which new lines of investigation are needed. Additionally, an evaluative overview of the arguments should also help in the identification of any general types of problems - such knowledge should simplify any necessary problem solving approaches in the further development of the organizational relocation concept.

Finally, it should be realized that many of the arguments articulated by business are closely related. Cause and effect relationships also characterize many of the arguments they offered. But from the standpoint of this study's aims, the hazard of redundancy is secondary to the fact that a consideration of each argument assists in the clarification of the concept's feasibility possibilities.

INDUSTRIAL AND COMMERCIAL ARGUMENTS FOR ORGANIZATION RELOCATION

Over thirty different reasons were given by industrial and commercial interviewees to explain their acceptance of the organizational relocation concept. (See Table 53, pp. 105-106.) Significant percentages of the interviewees stated the same arguments; other arguments were mentioned only once.

Provides Better Overall Organization

A significant percentage of industrial and commercial managers believe that organizational relocation would provide a superior management structure in host areas. The existing industrial and commercial management systems are in place and are accustomed to day-to-day management responsibilities. In comparison to a created-on-the-spot, first-line management scheme, existing management would be more experienced and therefore more efficient.

Facilitates the Continuity of Industrial Operations During a Crisis

Organizational relocation would provide a structure for keeping essential business in operation during a relocation phase. Businessmen see two ways in which this would be beneficial: it would help the country survive, and it would help business survive by reducing the effects of any profitless period. This business-perceived connection may prove critical, in a positive sense, to any future implementation of this concept.

Employees Would Be with People They Know

In times of stress, people should function better if they are

Table 53 - Industrial Arguments Raised for Organizational Relocation

Item	Iteration/Percent*	Argument
1.	53/29.77	Provides better overall organization.
2.	45/25.28	Facilitates the continuity of industrial operations during a crisis.
3.	35/19.66	Employees would be with people they know.
4.	34/19.10	Provides better overall control.
5.	21/11.79	Facilitates communications.
6.	19/10.67	Reduces the spread of panic.
7.	17/9.55	Facilitates the resumption of production.
8.	15/8.42	Provides better identification of employee skills.
9.	12/6.74	Provides organized grounds to the host area.
10.	8/4.49	Makes use of experienced leadership.
11.	5/2.80	Employers know capabilities of their employees.
12.	5/2.80	Firms have a responsibility for their employees.
13.	4/2.24	Phased planning is efficient.
14.	2/1.12	Aids management of the host area population.
15.	2/1.12	Facilitates orderly movement of the population.
16.	2/1.12	Provides for more detailed planning.
17.	2/1.12	Facilitates host area planning.
18.	1/.56	Industrial resources enhance relocation operations.
19.	1/.56	Provides for better discipline.

Table 53 (Continued)

Item	Iteration/Percent*	Argument
20.	1/.56	Employers and employees are accustomed to mutual stressful situations.
21.	1/.56	Helps relieve the burden on host areas.
22.	1/.56	Plans could be used for other emergencies.
23.	1/.56	Involves industry in emergency planning.
24.	1/.56	Improves employer/employee relations.
25.	1/.56	Provides for better use of skills.
26.	1/.56	Provides assistance to marginally literate employees.
27.	1/.56	Provides better traffic control.
28.	1/.56	Provides prior knowledge of emergency plans to employees.
29.	1/.56	Industry planners will provide fresh insights.
30.	1/.56	Takes advantage of strong organizational ties.
31.	1/.56	Increases credibility of emergency planning.
32.	1/.56	Relatively inexpensive.
33.	1/.56	Takes advantage of existing management structure.
34.	1/.56	Provides for a better accounting of people.

*Percentages are based on the ratio between iterations of an argument and the number (178) of firms interviewed.

with people they know. This would be particularly true in intergroup areas of relationships affected by employer-employee contact. Employees would be accustomed to receiving instruction from their day-to-day work supervisors, and organizational managers would be accustomed to giving instruction to people who normally work for them.

Provides Better Overall Control

Better overall control would be a prime benefit of organizational relocation. This would be a major result of better organization and improved communication. Also, as alluded to earlier, employees are already conditioned by normal daily work relationships to accept instruction from their supervisors. It follows that in a crisis situation they would be more likely to accept direction from familiar supervisors than from total strangers.

Facilitates Communications

The concept would improve communications. As earlier stated by Chenault and Davis, the capability to communicate with relatively small and identifiable groups would improve overall operations prior to and after actual relocation.¹¹ The improvement of this most basic of survival prerequisites might prove to be a key element in any decision to implement organizational relocation. As a minimum, it would appear to result in more efficient control.

Reduces the Spread of Panic

Organizational relocation would reduce the degree of panic experienced during a crisis requiring a massive relocation of the population. The majority of employed Americans probably know their work supervisors better than they know their government leaders. The use of

such familiar business management structures would be psychologically comforting to many employees. Basically, the concept would prevent a switch of managers in mid-crisis and rely on identified and experienced leaders.

Facilitates the Resumption of Production

Benefits produced by organizational relocation would accrue at two levels following a major relocation. The nation's population would benefit from a more rapid return to normal availability of essential goods and services and, of understandably great importance to business, industrial and commercial firms would benefit from a quicker return to profitable operations. This type of argument has a strong appeal to necessarily profit-oriented business-persons and would serve as an incentive to encourage their participation in organizational relocation planning.

Provides Organized Groups to the Host Area

This nation's essentially rural host areas would find it extremely difficult to manage the huge influx of evacuees during a massive relocation of the population of cities. The management of evacuee survival efforts would be greatly enhanced by using existing industrial and commercial management systems to control already organized groups. Host areas, instead of being flooded by individual family groups, would deal with the leadership of a much smaller number of industrial and commercial firms.

Makes Use of Experienced Leadership

The leadership in industrial and commercial firms would provide experienced management. The current crisis relocation concept fails to provide experienced leadership at a level below the local host government

stratum. Further, any experience present in management systems formed during a crisis would be diluted by the lack of familiarity with the system adopted and with its manipulators.

Employers know the Capabilities of Their Employees

Employer knowledge of employee capabilities would contribute much to the efficient management of survival efforts. This would be true on both the individual and the group level. As a minimum, it would insure that individuals and groups were assigned tasks appropriate to their skills. Further, employers might also know that certain individuals are more capable of functioning under stress than are others. Such psychological factors might prove to be critical management considerations during a nuclear crisis.

Firms Have a Responsibility For Their Employees

Industrial and commercial firms have responsibilities for employees that extend beyond normal, commonplace work relationships. Organizational relocation would provide firms high visibility opportunities, via the development of plans for survival during a nuclear crisis, to demonstrate their acceptance of such responsibility for their employees' welfare.

Phased Planning Is Efficient

The way in which organizational relocation planning would be stimulated by developing international tensions was appreciated by industrial and commercial firms. The phased system was seen as being efficient because no organizational effort would be devoted to such planning until it was mandated by the state of international relations. In other words, there would be no wasted effort, and detailed plans

would not be developed until the situation indicates they might be needed. If this point were stressed in contacts with organizational managers, they would probably be more prone to accept the organizational relocation concept.

Aids Management of the Host Area Population

The industrial and commercial management structure would enhance the ability of local government to manage the indigenous host area population. As a minimum, it would at least partially relieve the host area government of its responsibilities for incoming evacuees. The host area officials would then be able to direct more of their effort toward the survival of their own citizens. Beyond this, it might be possible to reinforce the host area emergency management structure with skilled industrial and commercial managers.

Facilitates Orderly Movement of the Population

Organizational relocation would facilitate the orderly movement of people out of a risk area. This would result primarily from the ability to direct instructions to smaller groups. That is, individual firms could be told to move at specific times. In this way, the movement out of a city could be phased to prevent massive traffic jams and the panic that such chaotic conditions might produce. Arrival movement in the host area would also be streamlined: evacuees would not have to funnel through restrictive reception points; they would go directly to their firm's relocation headquarters. Movement within a host area would also be simplified. People would be grouped, more or less, according to their skills. Consequently, the movement of people with needed skills should be facilitated: it would not be necessary to gather individuals from many areas for transport to the point where they are needed.

Provides for More Detailed Planning

In the most basic terms, current planning seems to be limited to the assignment of the population of a portion of a risk area to an identifiable section of a host area. In this sense, current crisis relocation planning is concerned only with relatively large masses of people. Organizational relocation, on the other hand, is directed at individual industrial and commercial firm sites. To some extent, then, organizational relocation planning can be tailored to the needs of smaller groups of people.

Facilitates Host Area Planning

Organizational relocation would make it easier for host areas to plan. Instead of developing a massive capability to individually process all evacuees through a few reception centers and all the necessary plans to support such an effort and to support the management of continuing survival efforts, industrial and commercial firms would be relied upon to develop their own detailed plans. Host officials, then, could devote their planning and management efforts to those wide-ranging problems critical to the entire population within their jurisdiction.

Industrial Resources Enhance Relocation Operations

Industrial resources, such as communication systems, computer systems, on-hand employee data and planning skills could be used to plan relocation and to assist in actual relocation operations. Any such resource, of course, must be seen as an asset that could be added to those possessed by government. Organizational employee data, in particular, would probably be more usable than general population data: it often is more up-to-date, and it divides the population into more manageable size groups that are easily identified.

Provides for Better Discipline

Organizational relocation would insure better discipline during a nuclear emergency. The existing management structure in industry and commercial firms would contribute to the maintenance of better discipline in at least three ways. Their employees are accustomed to obeying orders from their day-to-day supervisors and would tend to continue to obey them during an emergency. Secondly, organizational leadership would have the benefit of extensive managerial experience which should aid them in maintaining control. Finally, employees would be with people they know and would experience more social and psychological pressures to act in accordance with group aims than if they were with a group of strangers.

Employers and Employees Are Accustomed to Mutual Stressful Situations

Employees and employers within a given firm are accustomed to going through periods of stress together. This experience would help the same groups handle the stress created by a nuclear crisis. Stress in a nuclear crisis would, of course, be much greater than stress created by in-plant emergencies but there should be some transference of the ability to function in such an environment.

Helps Relieve the Burden on Host Areas

Organizational relocation would help relieve the burden on host areas created by the relocation of the majority of this nation's population. This would be evidenced in several ways. Organizational management systems would take over many of the host government's front-line supervisory tasks. Resources of all types which belong to industry and commerce would be used to supplement the resources supplied by host

areas. It is also possible that the better discipline that is expected in organizational relocation would generally reduce disorder and relieve the expectancy of fear and chaos in host area populations.

Plans Could Be Used for Other Emergencies

Organizational relocation plans developed to contend with nuclear emergencies could also be used to respond to other types of emergencies. For instance, organizational relocation plans could be used as a means to handle emergencies at fixed nuclear plants. Careful planning might also allow such plans to be used to evacuate populations from areas threatened by hurricanes. One advantage to this expanded approach to organizational relocation should be reduced overall emergency planning costs resulting from more comprehensive emergency management.

Involves Industry in Emergency Planning

This argument was voiced by only one interviewee, but his rationale would probably be attractive to most businessmen. The involvement of organizations in emergency planning, he claimed, would provide industrial and commercial business firms with a degree of control over their own survival. This trend of thought is in general alignment with the often expressed desire for less governmental influence in business.

Improves Employer/Employee Relations

Organizational relocation would improve day-to-day employer and employee relations. The concept would provide an excellent opportunity for employers to demonstrate a strong interest in their employees' welfare. Such an effort would be recognized by employees as genuine interest in their well being, and the result should be a general

improvement in the relationship between employers and their employees. Increased profits, then, might possibly be a result of a firm's commitment to organizational relocation.

Provides for Better Use of Skills

Organizational relocation would provide for better use of employee skills. The employees' skills would be best managed by supervisors who possess detailed knowledge of their workers' capabilities. In such a situation, task assignments would be more efficiently arranged. Secondly, organizational relocation would group individuals with similar skills. This would permit a continuation, to some degree, of labor specialization. Some tasks would be impossible without the services of skilled groups, as different from skilled individuals, such as would be available in an organizational relocation evacuation strategy.

Provides Assistance to Marginally Literate Employees

Organizational relocation would provide an essential degree of help to marginally literate employees that would be missing under other forms of crisis relocation. Some industries routinely hire unskilled and uneducated employees. Such employees would require much assistance and supervision to survive a nuclear emergency.

Provides Better Traffic Control

Better traffic control would be a characteristic of organizational relocation. This would result from the ability to provide movement instructions to smaller groups of people. In theory, groups would be instructed to move at different times over a period of about three days. Movement scheduling, then, would provide better traffic control.

Provides Prior Knowledge of Emergency Plans to Employees

One problem with current crisis relocation plans is that the vast majority of the population is unaware of even the existence of the plans. Organizational relocation could assist in the correction of this problem. It would be a comforting thought to an employee to realize that his firm has developed a plan for his survival and the survival of his family in a nuclear crisis. Employee knowledge of the exact address of a firm's relocation headquarters might even serve to increase the credibility of planning and reduce panic in a developing nuclear confrontation. This might, in turn, increase compliance with emergency instructions and enhance survival probabilities.

Industry Planners Provide Fresh Insights

Industry planners are normally concerned with totally different types of administrative and technical problems than those that worry government emergency planners. If the organizational relocation concept is adopted, this situation might well produce a unique approach to emergency planning that would improve the effectiveness of a firm's own plan. As a minimum, it should insure that each such plan has been tailored to the specific needs of the organization developing it.

Takes Advantage of Strong Organizational Ties

A job or career is one of the most important possessions of individuals in today's society. The relationships founded on jobs or careers often rival the family as a basic element in American society. Organizational relocation recognizes this phenomenon and would take advantage of it by using job related connections to maintain group integrity and effectiveness during a nuclear crisis. At the same time,

it avoids conflict with any strong family loyalties by making provision for the families of employees.

Increases Creditability of Emergency Planning

Organizational relocation would have more creditability as a system of emergency planning than the current crisis relocation scheme. By involving local organizations in planning, organizational relocation achieves a degree of direct application not possible under other schemes. In other words, plans are developed by their users and therefore should be better understood and trusted.

Relatively Inexpensive

Organizational relocation is, in a relative sense, inexpensive. Most of the detailed planning is not accomplished until it is needed. In other words, planning beyond the initial stage may not even be necessary. Secondly, in comparison to prohibitively expensive shelters, the cost of organizational relocation is reasonable and well within the realm of economic possibility.

Takes Advantage of Existing Management Structure

There are many advantages that accrue to organizational relocation because it uses the existing management structure. As already mentioned, it avoids the necessity of having to form a management structure during a crisis. It also takes advantage of existing managerial experience and its attendant detail knowledge of the capabilities of already organized groups. The fact that the management structure would be familiar to those employees that it would manage during a crisis is also a considerable advantage.

Provides for a Better Accounting of People

Organizational relocation would make it much easier for emergency system managers to identify the location of individuals and groups with needed skills. Various industries employ people that fit into the general skill groups needed to perform their major production tasks. Under organizational relocation, then, skills could be located by simply identifying a type industry.

GOVERNMENT ARGUMENTS FOR ORGANIZATIONAL RELOCATION

Risk and host government officials interviewed during this study raised thirteen arguments in support of organizational relocation. (See Table 54, p. 118.) Twelve of these were identical to arguments that were raised by industrial and commercial firms.

Government interviewees raised one new argument in support of the concept: organizational relocation would result in better logistical support in the host area. There are at least two reasons for the claim. The relocated population would be apportioned in organized consumer groups. It would be much easier to determine and meet the needs of such a group than it would be to deal with relatively unorganized masses of people. The same organizational features should also enable relocated groups to actively participate in the logistical system supporting them.

INDUSTRIAL AND COMMERCIAL ARGUMENTS AGAINST ORGANIZATIONAL RELOCATION

Business firms raised almost thirty arguments against organizational relocation. (See Table 55, pp. 119-120.) As in the case of arguments for the concept, a few of the arguments were voiced by a number of interviewees while others were raised by only a few industrial and

Table 54 - Government Arguments Raised for Organizational Relocation

Item	Iteration/Percent*	Argument
1.	8/34.78	Provides better overall control.
2.	5/21.74	Facilitates the continuity of operations during a crisis.
3.	4/17.39	Facilitates communication.
4.	4/17.39	Provides better overall organization.
5.	3/13.04	Provides for more detailed planning.
6.	2/8.70	Increases credibility of emergency planning.
7.	2/8.70	Helps relieve the burden on host areas.
8.	1/4.35	Phased planning is efficient.
9.	1/4.35	Facilitates orderly movement of the population.
10.	1/4.35	Makes use of experienced leadership.
11.	1/4.35	Facilitates the resumption of production.
12.	1/4.35	Employees would be with people they know.
13.	1/4.35	Better logistical support in the host area.

*Percentages are based on the ratio between iterations of an argument and the number (23) of government officials interviewed.

Table 55 - Industrial Arguments Raised Against Organizational Relocation

Item	Iteration/Percent*	Argument
1.	28/15.73	Spouses work for different firms.
2.	27/15.16	Causes cross-traffic problems.
3.	20/11.23	Too dependent on voluntarism.
4.	10/5.61	Many employees live outside the risk area.
5.	8/4.49	People will only rely on their immediate family.
6.	8/4.49	Creates authority conflicts.
7.	7/3.93	Funding responsibilities are not clear.
8.	5/2.80	Americans lack discipline.
9.	4/2.24	Employees will not respond to employer emergency management.
10.	4/2.24	People will rely on their neighborhood.
11.	3/1.68	Too difficult to control.
12.	2/1.12	Seasonal fluctuation of number of employees.
13.	2/1.12	Organizations will start planning too late.
14.	2/1.12	Excessive organizational resource requirements.
15.	2/1.12	Creates nuclear targets in host areas.
16.	2/1.12	Possible liabilities hinder cooperation.
17.	2/1.12	Creates a need for specialized industrial management training.
18.	2/1.12	Planning scheduled to be completed too late.
19.	1/.56	Causes human relation problems between different socio-economic groups.

Table 55 (Continued)

Item	Iteration/Percent*	Argument
20.	1/.56	Industry will not plan unless funds are provided.
21.	1/.56	Lack of civil defense emphasis.
22.	1/.56	Places excessive responsibilities on industry.
23.	1/.56	Not coordinated with fixed nuclear plant emergency plans.
24.	1/.56	People will rely on their church.
25.	1/.56	Causes the separation of extended families.
26.	1/.56	Special treatment will be required before industry will cooperate.
27.	1/.56	Lack of trust in government.

*Percentages are based on the ratio between iterations of an argument and the number (178) of firms interviewed.

commercial managerial personnel.

Spouses Work for Different Firms

The argument raised most frequently concerned a relatively new but already widespread phenomenon in American society: in many families, both the husband and wife work. Some business managers estimated that as many as half the jobs in the risk area under consideration were held by working wives. Although this estimate may be inflated, it is safe to say that a significant number of families have two employed spouses.

If this situation is not taken into consideration during planning efforts, it could seriously vitiate organizational relocation planning efforts. It could easily result in a situation in which available host area resources might be grossly mis-allocated. Once accepted as an existing problem, this condition could be partially overcome by careful First Stage planning. Further, existing planning guidance for Stages Two and Three contain provisions for the resolution of such problems.

However, since the basic allocation of host area resources is accomplished in the First Stage, most of this type of planning should be accomplished in that Stage. The existing First Stage guidance does not address this problem. To correct this void, it should be possible to use census and survey data to develop estimating mathematical constants for type industries. The use of such techniques, along with on-site manager estimates, should insure valid First Stage resource allocation and still allow final resolution in the Second and Third planning stages.

Causes Cross-Traffic Problems

The American population is very mobile. Until recent gasoline shortages, the proximity of residences to work sites was not a

major concern of employees. In fact, employees often live in areas remote from their place of work. This situation could result in cross-traffic problems if the organizational relocation concept is adopted.

Careful planning should reduce or eliminate the potential adverse effects of this problem. Organizational relocation offers the ability to schedule the movement of individual groups over a period of about three days. If this is done, the same degree of cross-traffic movement would occur, but it would be diffused over a 72-hour period.

Too Dependent on Voluntarism

Organizational relocation is heavily dependent on voluntarism. Individual organizations must voluntarily do the detail planning for their firms, and they must voluntarily execute their plans. This means, of course, that the allocation of critical host area assets must be based on the assumption that organizations will voluntarily comply with overall government plans.

The allocation of host area assets is probably the most important element in organizational relocation planning. As such, it is too critical to be based on such an all-embracing assumption - especially when it may be possible to obtain positive organizational commitment to planning and operational tasks. The failure of a few large firms to voluntarily comply could seriously jeopardize an organizational relocation plan for even medium size risk conglomerates.

The solution to this potential problem might be to obtain positive commitment from organizations during First Stage planning. To obtain this type of commitment, it might be necessary to offer industry and commerce some type of inducement. But if a viable relocation concept is a national necessity, the cost of such inducement must be considered

minuscule in comparison with alternatives such as shelter programs.

Many Employees Live Outside the Risk Area

Since the existing organizational relocation guidance already recognizes the fact that many employees live outside the risk area in which their place of work is located and provides procedures that apply to such a situation, this should not be considered a problem.¹² Generally, employees residing outside the risk area are not required to relocate.

People Will Only Rely on Their Immediate Family

In a critical, life-threatening situation such as a nuclear crisis, most people will trust and cooperate only with members of their immediate family. In other words, the population will not cooperate with their employers or their elected leaders in a severe crisis. If this is true, all emergency planning will be fruitless.

However, logic seems to say that at some point most people will recognize the fact that families cannot individually cope with the problem of survival in a nationwide crisis. What is probably closer to the truth is that people will rely on their immediate family but within a larger survival oriented group. The organizational relocation concept, of course, recognizes the need to maintain families and calls for the relocation of employee family groups as elements of larger organizations.

Creates Authority Conflicts

Organizational relocation would create authority conflict between industrial and commercial managers and government officials. Organizational leaders would suddenly gain areas of responsibility that have traditionally belonged to government. Since this situation is new,

neither side would have a clear idea of their authority. For instance, would organizational management have the authority to enforce their plan, to enforce food distribution schemes within their groups? On the other hand, would government officials have the authority to commit resources - - such as skilled labor - - that belong to private firms?

Actually, this potential problem is analogous to conditions that exist today: industrial and commercial firms operate within a matrix of laws and regulations created by government. During a nuclear crisis, organizations would assume new responsibilities under the organizational relocation concept, but they would still operate under the purview of governmental authority. There is a need, however, to clearly establish the boundaries of organizational and governmental responsibilities and authority in the guidance. The failure to do so could raise crippling questions concerning liabilities.

Funding Responsibilities Are Not Clear

The question of funding responsibility is a serious one. Who is going to pay for Stage Two and Three planning? Current guidance states that planners should assume that the federal government will provide some form of assistance to offset the cost of services supporting crisis relocation.¹³ This assumption is servicable at the governmental level, but a more definitive assignment of fiscal responsibilities might be needed to motivate a positive commercial and industrial commitment to organizational relocation. Further, as suggested by Chenault and Davis, organizations cannot be expected to respond to the increased salience of emergency planning called for by organizational relocation until they perceive increased support for the concept at the national level.¹⁴ Such salience could be evidenced by a positive federal commitment to funding responsibilities.

Americans Lack Discipline

Americans lack the discipline necessary to carry out an organizational relocation plan. This society has traditionally encouraged individualism at the expense of group action. In a major emergency, then, Americans would tend to react as individuals rather than as employee members of a larger group.

Nevertheless, if employees understand that their chances for survival would be individually improved by participation in organizational relocation, the American tendency to react individually might be channeled into a more disciplined group effort to survive. There are certainly ample examples of this in American history. Consider, for instance, the reaction to the surprise Japanese attack on Pearl Harbor in late 1941.

Employees Will Not Respond to Employer Emergency Management

Often employees are not loyal to their employers. They do not respect industrial and commercial management to the degree that would cause them to respond to management direction once away from the place of work.

There is no reasonable doubt that this is now the case in many firms. This might in part be true because business has not traditionally been involved in this type of survival program. Normally people turn to government for assistance in a major crisis. This attitude might possibly be changed by spartan in-plant education programs designed to inform employees that an emergency plan for the mutual benefit of the firm and its employees exists. As mentioned earlier, this could even serve to improve day-to-day employer-employee relations.

People Will Rely on Their Neighborhood

During a nuclear crisis, people will turn for help to their neighborhoods and not their employers. Employee dependents would feel more comfortable if they are relocated with neighborhood acquaintances. Most dependents would not know the employed family member's fellow workers, but they would probably be acquainted with their neighbors. Organizational relocation, then, would deprive employee dependents of the psychological support they would find among their neighbors.

Again, publication of organizational relocation plans could improve existing employer and employees relations. This and knowledge that plans exist to enhance a family's survival effort might counteract any tendency to rely on the psychologically supportive but organizationally deficient neighborhood groups.

Too Difficult to Control

Organizational relocation is more complex than the current crisis relocation concept. The population, for example, is handled in smaller units: rather than dealing with a large section of a city as one element, organizational relocation would make it necessary to deal with a number of smaller units within the same geographical section.

The current crisis relocation concept primarily concerns itself with survival efforts. Organizational relocation reaches beyond this and attempts to insure the continuity of the nation's economy - - the only possible basis of a long-term survival system. This thrust generates expansion in detailed planning requirements. Coordination necessitated by the expansion of planning requirements would add to the complexity of control problems.

Both in the planning stage and in the execution stage, then, the

complexities associated with organizational relocation would seem to make it difficult to control. On the other hand, still other characteristics of the concept would probably serve to moderate the growth of control problems. A number of such characteristics have been mentioned by others. These include phased movement, reduced requirements to process evacuees, targeted communications, pre-designated relocation headquarters, and organized consumer populations.¹⁵

More importantly, is the continuity of societal function during and following a nuclear crisis important? If so, then any organizational relocation control problems not already counterbalanced should be identified and resolved.

Seasonal Fluctuation of Number of Employees

In some businesses, the seasonal fluctuation in the number of employees would lessen the value of organizational relocation planning. Its most serious impact would not be on individual firms for they could easily plan to handle their peak number of employees. The major problem would revolve around the overall allocation of resources in host areas. If such survival resources are scarce, it may be difficult to accomodate citizens not organizationally accounted for if spaces have been allocated to firms based on their maximum number of seasonal employees.

In most cases, however, the scope of this particular problem would probably not be great enough to seriously affect host area allocations. In those limited areas where it might cause a real problem, special considerations would be necessary.

Organizations Will Start Planning Too Late

In the words of one interviewee, industry and commerce will not devote time and other resources to organizational relocation planning

until the bombs are falling. Organizations are in business to make money, and this will be the major thrust of their efforts until they become convinced that a genuine nuclear threat exists.

The boundaries of this problem, then, are defined by threat credibility and the associated program credibility. Firm governmental commitment to the organizational relocation concept should convince most organizations that timely planning is essential for survival. Threat education would also be a useful means of countering any reluctance of business managers to devote their firms' resources to planning. In any case, extremely early planning on the part of commercial and industrial firms is not required by the organizational relocation concept. By the time such planning becomes necessary, the threat should be obvious.

Excessive Organizational Resource Requirements

Organizational relocation requires the devotion of excessive industrial and commercial resources to a traditionally governmental task. In other words, business must necessarily focus its effort on profit generating activities and not emergency planning.

It could also be argued, however, that business must first survive if it is to continue to show a profit. A major goal of organizational relocation is the survival of industrial and commercial firms. Contact with organizations, then, should stress the fact that resources need not be devoted to planning until a threat makes it necessary to take action to insure the survival of the firm's future existence -- and profits.

Creates Nuclear Targets in the Host Area

Firms that relocate as groups could inadvertently become nuclear targets in host areas. Organizational relocation would cause similar skills to be grouped together in host areas. It is conceivable that one nuclear weapon, accidentally or intentionally fired, could create a locally critical skill shortage. Such a loss would not be very likely under the current crisis relocation concept.

Realistically, such an event would also be rather unlikely to occur if the organizational relocation concept were adopted as national policy. Enemy intelligence would certainly not be thorough enough to follow the movement of a large number of evacuating organizations on a national scale. Such a strike would almost have to be accidental and therefore rare.

Possible Liabilities Hinder Cooperation

The fear of legal liabilities will prevent many industrial and commercial firms from participating in organizational relocation schemes. If, for example, someone is hurt or killed during a move to a host area under the supervision of a commercial firm, is that firm legally liable? Also, who is liable for the costs incurred during planning? Will a firm be able to recover such costs? It might be argued that such considerations are not important when national and personal survival is at stake. But, it is possible to conceive of a situation in which the threat might disappear after a firm has completed its planning and perhaps committed resources to improve its assigned facilities in the host area or even begun to evacuate.

Planners operating under the current concept are told to assume that the federal government will provide assistance. This seems to

suffice for the needs of state and local governments, but it is inadequate from the standpoint of business. These economic concerns of businessmen might be mitigated by a firmer commitment on the part of the federal government to a policy of providing some form of monetary assistance in such cases.

The possible legal liabilities faced by industrial and business firms also need to be clarified. When, for instance, the government directs relocation and firms begin to carry out their organizational relocation responsibilities, the legal position of firms as agents of the government need to be clearly stipulated. Such a stipulation would also enhance their authority in the eyes of their employees.

Creates a Need for Specialized Industrial Management Training

Industrial and commercial firms do not have planners who are skilled and experienced in emergency planning on the scale required by organizational relocation. In order to participate in the program, industrial and commercial managers must first be given specialized training.

Properly prepared guidance should preclude any widespread need for such training. Most managers are generally familiar with planning techniques. Further, the basis of all individual firm developed organizational relocation plans, "Summary Contingency Plans for Organizational Relocation," would be developed by professional planners employed by government. Along with the use of these government developed plans, clearly written guidance should enable organizations to add the necessary details.

Planning Scheduled to Be Completed Too Late

All planning should be completed prior to the beginning of a crisis or even a crisis expectancy period. Any other course of action must be based on an assumption: a threat will be recognized in time to allow detailed planning prior to any evacuation. If this assumption proves erroneous, the relocation must be based on summary plans that contain only a minimum of information. This might prevent the rapid establishment of necessary services and attenuate the expected advantages of organizational relocation. Practical experience has shown that to establish "...quickly and smoothly a group of new social services for evacuees demanded, in the reception districts, a well-regulated system of day-to-day administration and a sufficient number of people equipped with that kind of practical experience which knows how to get things done, in the right order, and within the limits set by central policy."¹⁶ This kind of system, of course, would only be possible with complete and detailed plans.

This problem might not be this critical. Even the summary plans that are scheduled to be completed prior to a crisis expectancy condition should provide more detail than the current crisis relocation concept would provide. However, it might be possible to reduce any potential adverse effects of incomplete planning.

There are at least two basic ways in which this might be achieved. Incentive programs could be used to encourage early planning by industrial and commercial firms. (As explained earlier, some such incentives may already exist as characteristics of organizational relocation and simply need to be pointed out.) At first glance this might seem to be the best solution. But it could be an expensive program:

for instance, the detailed plans would need constant revision to keep them current. A better solution might be to devise a positive warning system to alert organizations of the need to begin planning. This would create a demand for a sharper, more defined definition of threats and a method to transmit the information to business firms. This, in conjunction with a streamlined, fill-in-the-blanks planning system could somewhat alleviate this potential problem.

Causes Human-Relation Problems Between Different Socio-Economic Groups

Organizational relocation might cause human-relation problems between different socio-economic groups. Neighborhoods tend to be divided into horizontal socio-economic strata: their income, interests and beliefs tend to be similar. Industrial and commercial firms, on the other hand, tend to have vertical socio-economic strata: some employees are paid low wages and perform menial work; others are skilled craftsmen who command high salaries. Intraplant group relations, then, would tend to be restrictive and less supportive than the relations in a neighborhood. Such conditions might make it extremely difficult for the employees of a plant to cooperate in a tense, life-threatening environment.

On the other hand, the highly structured environment within a firm would probably have conditioned employees to obey company rules and policy. That is, they are accustomed to giving and receiving instructions from each other. Neighborhoods appear to offer an opposite environment. They are essentially unstructured, and it is only on rare occasions that they are able to organize to accomplish some specific goal. In this sense, the vertical socio-economic structure within a firm may prove to be superior, for survival purposes, to the homogenized

horizontal strata found in neighborhoods.

Industry Will Not Plan Unless Funds Are Provided

Industrial and commercial firms will not expend time and other resources on emergency planning unless funds are provided by government to reimburse them. In other words, a positive, high visibility reimbursement system is needed to insure the cooperation of business in organizational relocation planning.

But, is it really necessary to develop such a system? It must be kept in mind that planning by business is not expected to occur until it is motivated by the fear of destruction and its accompanying will to survive. Some lesser procedure may prove effective. For instance, a positive statement that the federal government will reimburse business for planning may be sufficient. The current concept only assumes that the federal government will pay for planning done by industrial and commercial firms during organizational relocation Stages Two and Three.

Lack of Civil Defense Emphasis

Private firms will not become interested in the emergency planning called for by the organizational relocation concept until the federal government exhibits more interest. The threat to national security and survival will not be perceived as a substantive motivating factor until the federal government demonstrates its interest by action, particularly the commitment of funds. Part of this problem with perception may be due to the lack of publicity concerning the threat and current emergency planning efforts. In any case, many businessmen contacted during the course of this study were surprised at government concern and current efforts in this area. Nearly all were pleased to

learn that government is developing emergency plans. As a minimum, it appears that any such planning needs more visibility.

Places Excessive Responsibility on Industry

Organizational relocation places too much responsibility on industrial and commercial firms. Business is not equipped or trained to develop emergency plans or to manage their implementation. This type of activity is beyond the scope of business' responsibility or capability.

Contrary to this line of thought, it logically seems that planning at the level of detail required by organizational relocation is beyond the capability of government and probably can be accomplished only with the aid of private industry. But this argument goes beyond questions of what is physically possible and centers on the philosophical question of what is right. Given the environment in which organizational relocation responsibilities began to descend on business, it would be extremely difficult to justify this excessive responsibility argument. When individual and national survival efforts unite to become the focusing function of societal activity, every strata of society must assume magnified responsibilities.

Not Coordinated With Fixed Nuclear Plant Emergency Plans

The guidance states that organizational relocation could be used in other than an emergency generated by an enemy nuclear attack. The guidance should require and specifically state that organizational relocation plans be usable in emergencies to which the correct response would be evacuation. It should be, in other words, an emergency planning system that would be capable of successfully responding to any

crisis requiring an evacuation.

Organizational relocation could be modified to meet such requirements. In fact, no substantive modification seems necessary. It is really a question of perception, coordination and scope of application.

People Will Rely on Their Church

People will turn to their church and not their employer during a crisis. Churches normally play an important role in emergencies, but their role can best be described as peripheral to basic survival responsibilities. There is nothing to indicate that this trend will change: churches will not be in a position to serve as the basis for an evacuation of the national population.

In fact, in such an evacuation churches and other voluntary groups should not be depended upon to the extent that they have been relied on in the past. Such groups will probably be rendered at least temporarily ineffective by organizational relocation or the current crisis relocation concept. Their members would be evacuated according to where they work or where they live - - not according to their participation in various volunteer associations or religious groups.

Causes the Separation of Extended Families

Organizational relocation would cause the separation of extended families because of key job assignments. This would also be true for immediate family groups. In the case of extended families, this adverse organizational relocation side effect should not be considered a serious problem: the extended family is not commonly recognized as an important factor in American society. Further, the separation of immediate family

groups should be no greater under organizational relocation than it would be under current crisis relocation planning. In any event, family separation generated by the organizational relocation concept would be voluntary.

Special Treatment Will Be Required Before Industry Will Cooperate

Business will be reluctant to participate in an organizational relocation planning strategy until promised some form of special treatment. Advantages such as tax incentives, planning cost reimbursement and better host area facilities will be necessary to procure their cooperation.

This may not be a substantial problem. Organizational relocation already offers business major advantages over the current crisis relocation system. Consider, for example, operational continuity during a crisis and the ability to get back into production following a crisis. Further, psychological survival instincts during crisis expectancy periods should help motivate most business-persons to plan for the survival of their business, themselves and their families.

Lack of Trust in Government

The general lack of trust in the competency of government to deal with a major crisis will prevent the orderly, phased evacuation called for by the organizational relocation concept. That is, the people will not believe that it is safe to await their turn to relocate. Government and business could possibly prevent this situation by devising good plans and, just as important, publicizing them. The population would be more likely to respond to emergency instructions if they knew that they were based on sound planning which included the

reservation of survival facilities for them in the safer host areas.

GOVERNMENT ARGUMENTS AGAINST ORGANIZATIONAL RELOCATION

Eleven arguments against organizational relocation were raised by government officials. (See Table 56, p. 138.) Six of these arguments were identical to arguments voiced by business. Five were original viewpoints.

Lack of Management Skills in Small Firms

Small firms do not have the management expertise necessary to accomplish the planning or emergency management required by the organizational relocation concept. It would be difficult, therefore, to include small firms in organizational relocation schemes.

This argument should not seriously degrade the effectiveness of the organizational relocation concept. Except in the case of critically needed small firms, organizational relocation does not generally require the participation of small firms. Further, the complexity of planning by individual firms decreases in direct proportion to the decreasing size of firms. Organizational relocation, then, does not generally require small firms to develop complex plans.

Does Not Reflect Real-World Demographics

Relocation according to where people work and not where they live does not reflect real-world demographics. Except in a general sense within a given local area, the location of an employee's place of work does not determine where he lives. The American population may in time respond to increasing transportation costs and attempt to live near their place of employment, but this has not yet occurred.

Table 56 - Government Arguments Raised Against Organizational Relocation

Item	Iteration/Percent*	Argument
1.	8/34.78	Too dependent on voluntarism.
2.	3/13.04	Lack of management skills in small firms.
3.	2/8.70	Employees will not respond to employer emergency management.
4.	1/4.35	Too difficult to control.
5.	1/4.35	Causes cross-traffic problems.
6.	1/4.35	Does not reflect real-world demographics.
7.	1/4.35	Causes the separation of friends.
8.	1/4.35	Neighborhoods would provide better psychological anchors.
9.	1/4.35	Funding responsibilities are not clear.
10.	1/4.35	Industry will not plan unless funds are provided.
11.	1/4.35	Switches management control during an emergency.

*Percentages are based on the ratio between iterations of an argument and the number (23) of government officials interviewed.

This situation's potential impact on organizational relocation is not great. The time-phased movement of individual firms should preclude excessive movement problems. Even more important to an examination of this argument is a consideration of the major thrust of organizational relocation: to relieve the burden on the host area and increase survivability by improving the continuity of industrial and commercial functions during a crisis. The primary goal is not a quick evacuation to an area convenient to individual residences.

Causes the Separation of Friends

Organizational relocation might cause the separation of neighborhood friends and thereby eliminate that source of possible psychological support. It would, however, insure contact between work-site friends. The loss of the psychological support of friends would be experienced more by non-working family members - - a more acceptable loss from an economic survival point of view.

Neighborhoods Would Provide Better Psychological Anchors

As just mentioned, crisis relocation by neighborhoods would tend to provide better psychological support for non-working family members. However, in some neighborhoods this may not be the case. The current trend seems to be toward an environment in which there is less interaction among neighbors.

Switches Management Control During an Emergency

Organizational relocation will cause a partial switch from government control to business control of traditionally governmental areas of concern in the midst of a major crisis. Logically, it would seem best to forego any switch in management responsibilities during

such critical periods to prevent any possible failure in the area of emergency management.

Actually, organizational relocation does not produce a change in the assignment of basic emergency management responsibility. The existing governmental management structure would remain intact and active. Government would retain all of its current responsibilities. Moreover, government does not have the resources to extend its management of a crisis to the level of individual industrial and commercial firms - - the level that is required for organizational continuity. Business, then, would operate under the direction of government on a level lower than that to which the government could otherwise extend its power on a wide scope.

GENERAL COMMENTS ON CRISIS RELOCATION

Both business and government voiced a number of general comments that applied to all crisis relocation schemes. Since these concerns are as applicable to the current crisis relocation strategy as they are to the organizational relocation concept, a consideration of them would not serve to clarify the feasibility of the new concept. For this reason, they are not discussed in this study. However, these comments have been included in this work for the benefit of interested readers. (See Table 57, p. 141 and Table 58, p. 142.)

OVERVIEW OF ARGUMENTS

An overview of the differing points of view presented in this chapter should assist in clarifying the concept's general feasibility and its acceptability to businessmen. The clarifying potential of these

Table 57 - General Comments by Industry on Crisis Relocation⁽¹⁾

Item	Iteration/Percent ⁽²⁾	Argument
1.	19/10.67	Must check with corporate headquarters.
2.	16/8.98	The basic assumption is wrong.
3.	10/5.61	Must check with our employees.
4.	9/5.05	Americans are not aware of existing emergency plans.
5.	4/2.24	Crisis relocation will not work in larger cities.
6.	3/1.68	Security in the risk area will be a big problem.
7.	2/1.12	Enemy knowledge of the basic assumption could prompt a first strike.
8.	2/1.12	Rural host areas will not be able to cope with crisis relocation.
9.	2/1.12	Americans lack the discipline to carry out any crisis relocation scheme.
10.	2/1.12	Crisis relocation schemes are uncontrollable.
11.	1/.56	Blast resistant shelters are the only answer.
12.	1/.56	Americans are not aware of possible enemy nuclear threats.
13.	1/.56	People need knowledge of nuclear civil protection plans.
14.	1/.56	Crisis relocation will cause massive economic upheaval.
15.	1/.56	The President will not know when to request crisis relocation.
16.	1/.56	Crisis relocation may prompt a first strike.

NOTES: (1) The comments above apply to crisis relocation in any form. As such, they apply to organizational relocation.

(2) Percentages are based on the ratio between iterations of an argument and the number (178) of firms interviewed.

Table 58 - General Comments by Government on Crisis Relocation⁽¹⁾

Item	Iteration/Percent ⁽²⁾	Argument
1.	4/17.39	The basic assumption is wrong.
2.	3/13.04	Crisis relocation will not work in larger cities.
3.	2/8.70	Blast resistant shelters are the only answer.
4.	1/4.35	People need knowledge of nuclear civil protection plans.
5.	1/4.35	More funding is needed.
6.	1/4.35	The President will not know when to order crisis relocation.

NOTES: (1) The comments above apply to crisis relocation in any form. As such, they apply to organizational relocation.
 (2) Percentages are based on the ratio between iterations of an argument and the number (23) of government officials interviewed.

arguments should be maximized by an examination of their impact in the major phases in a complete relocation cycle: planning, execution and recovery.

Overview of Arguments in Support of Organizational Relocation

The major thrust of the arguments in support of the concept centers on the idea that it provides a superior organizational structure. Many of the arguments presented were simply reiterations of the characteristics normally associated with sound organizations. For example, better control, communication, discipline and efficiency were all mentioned. Other supportive arguments could be described as representing the results of sound organization.

During the planning phase, a number of positive results were visualized. It was seen as being more efficient because no effort would be devoted to planning until a definite, specific need had been identified. Employers would also have a better knowledge of their employees' capabilities and could plan to make efficient use of them. A myriad of other benefits were seen as occurring in the planning phase: more versatile plans, increased public knowledge of plans, innovative planning insights and enhanced plan credibility. These arguments, considered as a general point of view, maintain that organizational relocation offers superior plans.

Organizational relocation was also seen as having positive impact on the actual relocation phase. For example, the concept would provide better control, reduce the spread of panic, provide organized groups to the host area, facilitate orderly movement, provide better traffic control and take advantage of experienced management structures. Most importantly, organizational relocation would enhance the continuity

of industrial operations during a crisis.

The continuity of industrial operations is directly related to the major benefit of organization relocation in the recovery phase: it facilitates the resumption of production following a crisis. In the long run, this could prove to be a decisive factor in any decision concerning the implementation of this concept.

From an overview perspective, then, organizational relocation was seen as offering superior organization. This superior management structure was visualized as resulting in better plans, improved operational capability and quicker recovery following a major crisis.

Overview of Arguments Against Organizational Relocation

The majority of arguments against organizational relocation converged around perceived operational difficulties. A few adverse consequences were also envisioned in the planning phase, but no adverse effects were conceived as occurring in the recovery phase.

The reliance of the organizational relocation concept on voluntarism was seen as the basis for most of the problems forecasted for the planning phase. Business managers, it was argued, would not devote time and other resources to planning without funding or other incentives.

The operational problems described by these arguments are much more varied and lack a centralizing characteristic. They include demographic problems, the lack of discipline in American society, human relation difficulties in diverse socio-economic groups, authority conflicts between business and government and other difficulties.

The situation in the recovery phase was quite different. Significantly, the arguments raised against organizational relocation did not include any which were directed toward the recovery phase.

In general, arguments raised against organizational relocation state that heavy reliance on voluntarism in the planning phase will cause difficulties. They also point out a number of relatively unconnected difficulties that might occur in the operation phase, but fail to mention any arguments that might adversely impact on the recovery phase.

OBSERVATIONS

From the standpoint of the views expressed in this chapter, organizational relocation appears to be feasible. The arguments raised in support of the concept strongly support this finding.

These supportive arguments offered a new look at the possible advantages of the strategy. Better organization was depicted as the fundamental advantage to be gained through organizational relocation. The addition of industrial and commercial management systems to the governmental management structure provides an experienced management stratum where the current strategy plans to use ad hoc groups formed after a crisis begins. Many other advantages flow from this improved management innovation.

Many arguments were also raised against organizational relocation, but none appeared to be severe enough to seriously effect the concept's feasibility. To insure more effective functioning, answers should be developed for a number of the problems introduced by these arguments before there is any attempt to implement the concept. A number of possible concept alternatives, or lines of investigations to develop them, have been suggested in this chapter. In general, methods to reduce reliance on voluntarism might be considered as a way to improve the concept.

Probably one of the more significant findings in this chapter is the fact that there were no arguments raised against organizational relocation that pertains to the recovery phase. The concept is unique in its application in this phase because it inherently possesses the capability to assist industrial and commercial firms in their efforts to resume production activities following a crisis. Since the recovery phase is potentially the most critical, the absence of adverse comment in this area should be considered an important argument in support of organizational relocation.

In general, the findings in this chapter tend to support the observation that organizational relocation is feasible. The arguments for the concept provide evidence to support this contention and the arguments against the strategy fail to provide convincing evidence to the contrary. There are, however, a number of operational problems that must be resolved. This chapter has suggested solutions and new lines of investigation that might produce positive results in this area.

An adjunct basal to the problem of feasibility is the question of acceptance of the organizational relocation concept by business firms. As pointed out earlier, the large majority of the business-people contacted in the course of this study accepted the concept. The arguments against the concept, then, are most accurately viewed as areas in which improvement is needed and not as reasons why the concept should not be further developed. In other words, this chapter supports the basic finding that the concept is acceptable to business.

Chapter 5

SALIENT STRATEGIES: A COMPARATIVE ANALYSIS¹⁷

This chapter compares the salient strategies in the current crisis relocation concept and the proposed organizational relocation concept to develop insights relating to planning requirements associated with organizational relocation. Although this analysis will focus on First Stage planning as described in Organizational Relocation to take advantage of the field experience gained during the course of this study, the entire nuclear emergency cycle will be considered.¹⁸ To facilitate discussion and for the sake of clarity, this cycle has been divided into three phases: planning, execution and recovery. The last two phases in the cycle are not planning phases, but they are briefly examined to insure a more complete consideration of major planning requirements as evidenced by the impact of planning strategies in the execution and recovery phases.

Again, only salient strategies will be examined. Detailed arguments have already been discussed. Further, it should be remembered that functional support planning is essentially the same in both concepts.

FIRST STAGE PLANNING FIELD EXPERIENCE

The First Stage planning accomplished during this project was conducted without a great deal of difficulty. Nevertheless, this section concentrates on the problems that were encountered during this

planning effort to better define organizational relocation planning requirements.

Candidate List Development

The first problem encountered was a deceptively simple one: What industrial and commercial firms should be on a candidate list of firms to be relocated as organizations? The method by which this project's candidate list was developed was discussed in Chapter 1 and will not be reiterated here. It should be pointed out that most states should have sufficient demographically oriented data on business firms to enable the development of initial lists of candidate firms. The North Carolina Employment Security Commission was able to provide such information to the researchers conducting this study. Even so, it was necessary to continually refine and update the list: firms move, merge, go in and out of business and otherwise change.

Business Management Education

The second problem encountered, the lack of knowledge of emergency planning programs among business-persons, was anticipated. This problem was also discussed in Chapter 4. To overcome this difficulty, a standard briefing was developed. (See Appendix A, p. 192.)

An information briefing similar to the one contained in Appendix A will be needed to brief prospective organizational relocation participants if the concept is implemented. Based on field experience, the minimum time that must be spent with each organization's representative when his firm is initially contacted and requested to take part in organizational relocation planning is estimated to be about 30 minutes. (See Table 4, p. 31.)

This experience also created the impression among the researchers that the planning guidance to be provided to industrial and commercial managers needs to be simplified. High level managers tended to want only that information that was essential to the task at hand. Once such managers have been exposed to the salient strategies of organizational relocation, there is a strong indication that they will prefer a simplified planning approach.

Employees with Working Spouses

The fact that there is often more than one employed member in the same family is a potentially serious problem. Depending upon the degree to which this phenomenon exists in a given risk conglomerate, it might invalidate the allocation of host area resources if a compensating planning methodology is not employed. It should be possible to develop compensating estimating techniques based on regional census data and local estimates.

Industrial firms, of course, could completely overcome the problem during Stage Two and Three planning by direct contact with employees. Unfortunately, plan adjustments at this point would not correct any overall host area resource allocation imbalances generated by earlier planning. It would seem that only relatively minor adjustment should be necessary once such detailed planning is prompted by crisis or crisis expectancy conditions. This means that an effort should be made to develop a compensating planning technique to accurately estimate the number of employees with working spouses during First Stage planning.

Management Continuity

As discussed in Chapter 2, some industrial and commercial management personnel changes occurred during the two to three months interval between visits to firms. In a longer span of time such as three or more years, the management personnel change rate will be much greater than the one experienced during this project. This might cause emergency planning continuity problems at the on-site manager level.

There are a number of procedures which might be used to overcome this problem. Planning responsibility could be assigned to positions in firms rather than to individuals. Self-briefing materials could then be used to insure the transference of essential knowledge of organizational relocation. A second method would be to assign the responsibility to a committee. Any of these suggestions or other transference methods would probably work. The main point is to avoid a single personalized contact with a given firm as is implied by the current guidance.

Host Area Data

The "National Shelter Survey All Facility Listing" and the "Crisis Relocation Host Area Facility Listing" were difficult to use when planning at the level of detail required by organizational relocation First Stage guidance. Much time was wasted in trying to find the data pertaining to a single facility. Facilities are listed, in arbitrary order, according to their location within political subdivisions, but there is no cross reference to it. When there are several thousand facilities in the same township, the location of a datum line pertaining to a single facility is very time consuming if only the facility name is known.

Abbreviated cross reference listings would result in considerable time, and therefore financial, savings. Such listings would also be beneficial to nuclear civil protection planners developing plans under the current crisis relocation concept. One possible cross reference that should be considered is a list with alphabetically arranged facility names, by county subdivision, that cross reference to facility numbers.

The existence of such a list would save much time when efforts are made to develop "Summary Contingency Plans for Organizational Relocation." These plans, it was found, need to be closely coordinated with host area officials. Because these officials refer to facilities by name, an alphabetical cross reference is needed to supply a connection between local knowledge and survey data.

Some difficulty was also experienced with the error rate in the listings. There were omissions of facilities and duplicate listings. The recommended alphabetical listings would serve to highlight and make seemingly unavoidable omissions and duplications more noticeable.

"Summary Contingency Plan for Organizational Relocation" -
"Organizational Assignment Form"

The "Organizational Assignment Forms" in individual firm "Summary Contingency Plans For Organizational Relocation" were adequate for relatively small firms. They were not entirely suited for use when dealing with firms containing several thousand employees. When the employees of large, single-site firms were divided into small groups to facilitate accommodation in host area facilities, the forms became awkward to use. In such a situation, it became difficult to maintain a personnel assignment audit trail. For example, one large size firm

(large in this study's geographical area) required a summary plan with 19 individual "Organizational Assignment Forms."

Although it was an extremely minor problem, the spacing on the form was also troublesome. On some lines requiring telephone numbers, for example, there was sufficient space to enter a number and on others there was not enough space. The fact that the form is not well suited to larger firms might make revision worthwhile.

Guidance Formating

The intermix of information in Organizational Relocation, which provides the guidance for organizational relocation planning, is confusing. It mixes theory, justification, specific planning instruction and research results in a most disconcerting way. For field use purposes, specific planning instructions should be published under separate cover. This is particularly true of any planning guidance that might be published for the use of non-professional planners, such as the managers of industrial and commercial firms, who are not accustomed to developing emergency plans.

Cornucopiate Guidance

Existing organizational relocation guidance is designed to integrate a greater degree of organizational preparedness into current crisis relocation planning. This requires the use of crisis relocation guidance during organizational relocation planning. In attempting to utilize this guidance, a major problem area was encountered: there is too much planning guidance and reference material. It was difficult to determine what was essential and what was not essential. It was also difficult to pinpoint needed information.

An effort should be made to simplify all guidance in order to reduce the number of manuals now available. Further, since all guidance manuals are essentially reference documents, they should be thoroughly indexed to improve their reference utility. If it is not practical to reduce the number of documents now available, then a single index should be published for all guidance documents. In other words, if the information is important enough for inclusion in published guidance, it should be usable in a practical sense.

Building-Block Planning

Current crisis relocation guidance contains provisions for planning the relocation of essential industrial and governmental activities on an organization group basis during Phase II Operation Planning.¹⁹ Prior to this planning, "...specific population assignment ...to designated host localities for each risk area within the State" will have already been accomplished during Phase I Operation Planning.²⁰ This establishes a situation which might require a major re-allocation of risk area population to host areas during Phase II Operation Planning. That is, a major portion of the plan might have to be redone. This flaw would not manifest itself until an attempt is made to conduct detailed organizational planning such as that required for essential organizations and key employees by current Phase II Operation Planning guidance. Such planning is quite similar to that required in organizational relocation planning guidance.

Organizational relocation attempts to satellite itself on current crisis relocation planning procedure.²¹ In basic terms, planning for organizational relocation is called for at the same time that current guidance initially allocates host area resources to risk

area populations. In the case of this study, this was not possible. Organizational relocation planning was based on current Phase II Operation Planning. In this sense, it was similar to the planning for the relocation of essential industrial and governmental activities stipulated in current crisis relocation guidance.

This did not affect the major thrust of this study at either the individual organization level or at the risk and host areas planning level. However, researchers were forced to completely re-allocate the resources of that portion of the host area used to support the organizational relocation planning accomplished in this project.

This has important implications for both the current and the organizational relocation concept. First, it supports the contention that the organizational relocation concept is valid and practical. That is, it makes provisions for the allocation of host area resources to organizations as units during an initial resource allocation effort and thereby it should avoid the necessity of having to re-allocate host area assets during later planning. Secondly, it provides evidence that the current crisis relocation provision calling for planning the relocation of essential organizations in Phase II Operation Planning might not be practical. Field experience indicates that when sufficient detailed planning is developed in a later planning stage to make this type of organizationally focused relocation strategy possible, the host area resources will probably have to be re-allocated.

Such a condition might also produce a destructive domino effect on other areas of current crisis relocation planning. For instance, emergency host area organizational structure schemes may be invalidated and traffic flow plans might be negated. This would destroy any

benefits now expected from the building block planning techniques used in current crisis relocation planning.

PLANNING PHASE

The planning phase being discussed here includes all planning that would be accomplished under the current crisis relocation concept or under the organizational relocation concept prior to relocation. A consideration of the advantages and disadvantages of the salient strategy of each concept in this phase should aid in developing a better general understanding of organizational relocation planning requirements.

It should be kept in mind that a major generic objective of each concept in the planning phase is to allocate host area resources in accordance with risk area needs. Each concept, however, employs a different strategy to obtain this goal.

Current Crisis Relocation - Salient Planning Phase Strategy

Current crisis relocation planning guidance calls for the completion of all major planning during a period in which the international situation could be described as normal. That is, a crisis does not exist and a specific, identifiable crisis is not even expected when the planning required by this concept is completed. All of the planning required by this concept would be accomplished by government planners.

Advantages of the Current Concept Salient Planning Strategy

The most obvious advantage of this planning strategy is that plans would be completed and ready for use before there is any real need

for them. This approach insures that a plan is available for use immediately after a crisis expectancy or a crisis condition has been identified.

Planners would thereby avoid the necessity of having to work under the tremendous pressures that would accompany the threat of a nuclear holocaust. A plan developed when there is still time to give it considerable thought and to carefully check it should be more valid than a plan developed under the stress of fear.

As a secondary advantage, all planning would be accomplished by professional government planners. This should insure, considering the experience factor, that the planners are aware of all the needs that must be met and the resources and techniques that are available to fill them.

Disadvantages of the Current Concept Salient Planning Strategy

Plans developed prior to a crisis may be out-of-date by the time they are needed to respond to the threat of a nuclear holocaust. Population growth and demographic shifts could very quickly invalidate carefully developed relocation plans. The on-going movement of the urban population to suburban locations is a good example of population shift that could negate crisis relocation plans.

Further, government planners may myopically fail to consider the needs of all segments of society. That is, does government always know what is best for society? The present concept does not sufficiently allow for the incorporation of other than a government point of view. Also, do the best planners work for the level of government at which the planning for this concept is accomplished? The point here is that this concept ignores the planning skills available in society at large.

Comparison of Current Salient Planning Strategy Advantages and Disadvantages

The major disadvantage of the current planning strategy is rooted in its major advantage. Early planning will insure that a plan is available when it is needed, but it also insures that the plan will be at least partially out-of-date when it is implemented. A program of constant plan review and revision could reduce the probability of an out-dated plan, but it could not eliminate it. Such a program of review would also induce a relatively expensive recurring cost feature into overall planning. As a minimum, however, a plan at least partially effective would be available when a need for it developed.

The restriction of planning efforts to government planners would take advantage of government experience factors. Government has been traditionally responsible for emergency planning and should have developed the skill and expertise necessary to plan for the mitigation of the effects of a crisis. In the area of nuclear emergency planning, experience might prove to be a critical factor. On the other hand, sole dependence on government planning experience might preclude any innovative insights into the problem from other segments of society. This approach also places severe restrictions on the number of planners working on the problem: the use of additional planners from other segments of society would greatly increase the number of planners and might reduce the time required to complete nuclear civil protection planning and produce more detailed plans.

Organizational Relocation - Salient Planning Phase Strategy

The organizational relocation concept calls for a phased planning sequence. Early in the planning phase, before a specific

threat is perceived, government planners conduct initial planning that entails the allocations of host area resources to various risk area business firms and government agencies and to the general population.

Detailed planning to add substance to this earlier planning is accomplished by managers of business firms and government agencies that have been selected to relocate as organizations. This planning would be accomplished after a crisis has started or is expected to start.

Advantages of the Organizational Relocation Salient Planning Phase Strategy

The chief advantage of the organizational relocation planning strategy is that much detailed planning effort is delayed until a specific threat has been identified. Nevertheless, sufficient early planning is accomplished to allow the implementation of the concept on short notice. Plans developed in this manner should be up-to-date. It also means that funds will not be expended on detailed relocation planning efforts until it becomes necessary.

The fact that business would become involved in the planning might also be considered a secondary advantage. This involvement might result in fresh points of view and better individually oriented solutions to local relocation problems.

Disadvantages of the Organizational Relocation Salient Planning Strategy

The major disadvantage of this planning strategy is that it assumes that specific nuclear threats will be perceived in time to allow the development of detailed plans after the threat is identified. If this assumption proves incorrect, then a national relocation might have to be based on complete but somewhat sketchy summary plans.

Further, the later stages of planning under this concept would be accomplished under enormous pressures generated by either a nuclear crisis or an expected nuclear crisis. Planning in such an environment would obviously be difficult and could result in work that lacked accuracy -- especially when it is done by business-people who are normally not concerned with emergency planning.

Comparison of Organizational Relocation Salient Planning Advantages and Disadvantages

The organizational relocation concept is efficient from a cost and planning effort point of view. It insures that the minimum essential planning is completed very early in the planning phase. The more time consuming detailed planning would be accomplished after a specific crisis was identified. But the planning should take relatively little time because the planning load would be distributed over a wide base. This phased planning approach is based on the assumption that a crisis will be identified in time to complete detailed planning. This means that the majority of such planning would be accomplished under the pressure of at least a nuclear crisis expectancy condition. It also means that relocation might have to be initiated without the benefit of detailed plans.

Much of this planning would be completed by business managers with very little emergency planning experience. However, most managers in industrial and commercial firms are familiar with planning techniques. Their approach to emergency planning might very well produce new, imaginative solutions to relocation problems. At the least, organizational plans would be tailored to the needs of the firms developing them.

Comparison of the Advantages and Disadvantages of the Current Crisis
Relocation and Organizational Relocation Salient Planning Strategies

Both the current concept and the organizational relocation concept have the same basic planning goal: the allocation of host area resources to risk area populations. Their planning approaches, though, are quite different.

The current concept seeks to use professional government planners to develop plans well before the onset of a nuclear crisis. The organizational relocation concept, on the other hand, phases planning. It calls for the development of summary plans prior to a crisis and for the completion of more detailed plans after the beginning of a crisis expectancy period.

The current concept, then, would insure that a plan was available in the event a crisis occurred. The organizational relocation concept would also insure that a plan is available in the event a crisis occurred. The fact that initial individual organizational relocation plans are called "summary plans" and the fact that the concept calls for additional planning after a crisis expectancy period begins is connotatively misleading.

Actually, more detailed planning is called for by organizational relocation prior to the beginning of a crisis than is accomplished in the current crisis relocation planning phase. Organizational relocation requires more contact and planning with smaller groups of the risk area population. Further, this level of detailed planning replicates itself in the host area during initial organizational relocation planning. All of the planning accomplished under the organizational relocation concept during initial planning would be accomplished by

professional government planners. Organizational relocation, then, offers more detailed planning by professional planners than does the current relocation concept -- at an earlier time.

But organizational relocation goes beyond even this level of detail by calling for detailed organizational relocation plans for individual firms. This portion of organizational relocation planning would be accomplished by the managers of the firms for which the summary plans are developed. This procedure makes use of on-site managers' superior knowledge of their resources and employees and establishes a planning situation that should result in plans that are tailored to the needs of relatively small groups of people. In comparison, the current crisis relocation concept tends to deal with risk area populations on a relatively massive scale determined by the geographical divisions of risk areas.

The total monetary cost of each concept should not differ greatly. More importantly, there should be little difference in before-crisis costs. The organizational relocation concept, as mentioned above, calls for more detailed planning; but much of this planning would not be accomplished until a specific, identifiable crisis motivates additional planning effort. As an advantageous fallout of this delayed planning, the plans produced under the organizational concept would tend to be more up-to-date than plans produced under the current concept.

This approach to delayed planning under the organizational relocation concept does imply that this concept assumes that a materializing crisis will be identified in time to allow detailed planning at the individual organization level. The current concept avoids the necessity of such an assumption by calling for the early before-crisis

completion of all plans. Comparatively speaking, this is not a serious defect in the organizational relocation concept. By the time a crisis is identified, more detailed planning should have already been completed under the organizational relocation concept than would have been accomplished under the current crisis relocation concept.

EXECUTION PHASE

A brief examination of the effects of planning on the salient strategies found in the execution phase in both the current crisis relocation and the organizational relocation concepts should increase understanding of organizational relocation planning. The period of concept time under consideration, the execution phase, encompasses the time between a decision to relocate and the decision to allow the return of the relocated population to the area from which they were evacuated, or the decision that return to the risk area is not possible.

Current Crisis Relocation - Salient Execution Phase Strategy

The current guidance for crisis relocation requires that the evacuation of risk area populations be determined primarily by the geographical location of risk area residences and available resources in the host area. Once in the host area, the relocated population is organized in accordance with geographical and facility determinants. The host area is geographically divided to equalize management and resource loading, and then the lowest level of organization is based essentially upon the number, and characteristics, of available facilities.

Advantages of the Impact of Current Concept Planning on the Salient
Execution Phase Strategy

From a planning perspective, the movement of risk area populations as geographically defined masses of people simplifies planning requirements. That is, it reduces the number of groups that must be handled. In terms of gross numbers, planners need only to match geographically defined risk area requirements with similarly defined host area resources.

Likewise, current concept planning insures a relatively simple host area emergency management structure. It is primarily determined by the same geographic boundaries established for host area resources allocation and the characteristics of available facilities.

Disadvantages of the Impact of Current Concept Planning on the Salient
Execution Phase Strategy

The most obvious drawback of this concept's planning on the execution phase is its lack of currentness. Planning in this concept would be completed prior to a crisis or even the expectancy of a crisis. This would be almost any length of time from one day to years. Plans developed under this concept might very well be out-of-date when an attempt is made to implement them. For example, the ongoing movement of urban populations to suburban areas could adversely affect host area allocations.

The host area emergency management structure would also be adversely effected by planning. Guidance for this planning area of the current crisis relocation concept calls for the formation and activation of a previously planned emergency management superstructure when the crisis begins. This means that the management system would be formed

and activated under the tremendous pressures present in a nuclear crisis expectancy environment. That is, at what could be a most critical moment, the primary front-line control factor would not be functional. This might jeopardize the success of the entire relocation effort.

Comparison of the Advantages and Disadvantages of the Impact of Current Concept Planning on the Salient Execution Phase Strategy

The current crisis relocation planning guidance offers a relatively uncomplicated planning system to plot the movement of a risk area population to a safer host area and to care for them during the relocation period. This approach also helps to insure, as earlier mentioned, the availability of a plan when it is needed. On the other hand, this simplistic approach to planning induces other problems. For instance, the complete development of such a plan before a crisis may only insure that it is out-of-date when it is needed.

The late activation of the lower levels of the crisis management structure as stipulated by the current crisis relocation guidance is contrary to the general tack taken in that guidance -- that is, early completion of tasks. Instead of physically forming an emergency management superstructure before the advent of a crisis, it simply directs the design of a framework for a management system and calls for its implementation when the crisis begins. The prime control system, then, would not be created until -- at the least -- a nuclear crisis expectancy condition exists. Although the management system is relatively simple, its activation under the pressures of a nuclear crisis could be a critical, survival-hindering problem. In other words, the management superstructure may fail to activate or only partially activate and thereby endanger the entire relocation effort.

Organizational Relocation -- Salient Execution Phase Strategy

Organizational relocation guidance requires the evacuation of a significant portion of risk area populations, as intact, self-planning, self-managing organizational groups. After their arrival in the host area, the organizations retain their identity, and their internal management structure continues to function to supplement the host area emergency management efforts.

Advantages of the Impact of Organizational Relocation Concept Planning on the Salient Execution Phase Strategy

The salient execution strategy probability of success, from a planning perspective, should be somewhat improved by the availability of relatively detailed plans. Furthermore, the implementation of such plans would be supervised by the planners who developed them. This should result, from a planning and managerial point of view, in organizationally sound survival-motivated units.

Most importantly, the planning for the execution phase salient strategy would be up-to-date. The planning guidance does not call for detailed organizational planning until a crisis is expected. As a beneficial side effect to the delayed planning which occurs after a specific, identifiable nuclear threat is perceived, the concept insures a certain degree of plan flexibility.

Disadvantages of the Impact of Organizational Relocation Concept Planning on the Salient Execution Phase Strategy

Under the organizational relocation delayed planning concept, individual organization detailed plans might not be complete when

relocation is directed. If this is the case, the relocation of organizations might be implemented on the basis of sketchy summary plans.

In general terms, organizational relocation planning is relatively complex. This complexity would be reflected in any implementation of the plan. This factor could combine with possibly incomplete detailed plans to cause implementation problems - - especially in the early stages of relocation.

Comparison of the Advantages and Disadvantages of the Impact of Organizational Relocation Planning on the Salient Execution Phase Strategy

Organizational relocation planning is designed to insure the availability of detailed plans. But, as discussed earlier, sufficient time to complete the detailed plans might not be available. In that event, implementation would be based on brief summary plans. This could very well cause additional problems: the complexity of organizational relocation demands plans that are as complete as possible. The adverse effects of such problems might be lessened by the degree of familiarity that organizational managers have with their self-developed plans.

Importantly, the detailed plans developed under the organizational relocation concept would be up-to-date. This characteristic and the associated flexibility of plans developed under this concept should enhance the ability to meet the unique survival requirements generated by a developing crisis.

Comparison of Advantages and Disadvantages of the Impact of Current
Crisis Relocation Concept and Organizational Relocation Concept Planning
on the Salient Execution Phase Strategy

The current crisis relocation planning methodology has the advantage of being a rather uncomplicated approach. Such an approach would ease the planning burden and reduce the possibility of complexity-induced error during both planning and implementation. On the other hand, organizational relocation is more complex, but it would result in more detailed plans.

Significantly, although organizational relocation planning is more complex, it would also be more up-to-date. Current crisis relocation plans are completed prior to the onset of a crisis, but organizational relocation planning is completed after the beginning of a crisis expectancy period. It would be possible, then, for a crisis to begin before organizational relocation planning is completed. Although this would reduce the effectiveness of planning, organizational relocation planning methodology would still insure the availability of more detailed plans than would be available under current crisis relocation planning.

Current crisis relocation planning also has the potential to cause a serious problem during the execution phase. This planning methodology delays the formation and activation of the lower elements of its emergency management structure until the population of the nation is under the pressure of a nuclear crisis. At the time when control and management is most critically needed, then, the prime control factor might not be fully functional. Contrary to this, organizational relocation planning at the individual firm level would

provide a built-in, experienced and available front-line management structure for a large part of the population.

RECOVERY PHASE

For the purpose of this study, the recovery phase is defined as the period of time following the decision that a nuclear confrontation has ended and that it is safe to return to the risk area or that it is not safe to return to the risk area. It should be considered as continuing until society has resumed its normal functions. General knowledge of organizational relocation planning might be increased by an examination of the effects of planning on the salient strategy of this phase.

Current Crisis Relocation - Salient Recovery Phase Strategy Void

The current crisis relocation planning guidance is essentially mute on the subject of recovery from a relocation involving major elements of this nation's population. At the most, it states that "...plans will provide for control of the return or other measures deemed necessary for orderly reoccupation of risk areas and resumption of pre-crisis activities."²² But the guidance does not indicate how this is to be achieved. The idea of essential risk area activities that is embedded in the current concept might be interpreted as being conducive to societal recovery, but it is not emphasized as a recovery vehicle.

This could be considered a major weakness in the current guidance: the recovery period might be critical even if there has not been a nuclear exchange. If an enemy nuclear attack occurs, the recovery phase would become the pivotal point for the survival of the

nation's society. Even a "...modest nuclear attack could produce significant destruction to economic assets...."²³ The lack of strong, specific recovery guidance in a usable and available form is a potentially serious flaw in the current guidance.

This fault might also be causing an adverse perceptual problem in today's emergency management community and in the general population. The lack of recovery guidance seems to imply that relocation concepts are only useful if a nuclear exchange does not occur. The guidance focuses on how to manage the survival of the relocated population for a period of about two weeks after which the nation is apparently expected to automatically and smoothly return to a business-as-usual condition. Does this imply that recovery following a nuclear crisis is not possible? Does it subtly affect the allocation of funds, the lack of public interest in civil defense programs and the attitude of those that actually do the planning? In other words, is crisis relocation widely and mistakenly perceived as a placebo because of the lack of a positive recovery period strategy?

Organizational Relocation - Salient Recovery Phase Strategy

The salient strategy of organizational relocation in the recovery phase is to facilitate "...the resumption of organized activity following a crisis."²⁴ In fact, the basic characteristics of the concept inherently encourage the resumption of normal, productive organizational activity.

Advantages of the Impact of Organizational Relocation Planning on the Salient Recovery Strategy

Planning under this concept is based primarily on relatively

small organizational elements. It concentrates on business and government groups that are essential to the short and long term survival of the population. In other words, it seeks to preserve the organized specialization of the means of production. Since modern society is dependent on the specialization of most types of society supporting activities, planning that protects that specialization inherently encourages the resumption of organized production. Organizational relocation, then, is optimally suited to post-relocation recovery activity. It has a dual thrust: the survival and recovery of the population and the survival and recovery of business and government.

Disadvantages of the Impact of Organizational Relocation Planning on the Salient Recovery Phase Strategy

Present organizational relocation concept planning guidance might not result in sufficiently detailed plans to optimize recovery phase activity. Short term measures to control phased return movement and possibly widespread incapacitating psychological reaction to massive destruction in the risk area are needed. Long-term measures to deal with economic recovery, social problems arising from intergroup and inter-regional conflicts and possible failures in political leadership should also be considered. The loss of leadership might even make it necessary to suspend legal norms for long periods.²⁵

Comparison of the Impact of the Advantages and Disadvantages of Organizational Relocation Planning on the Salient Recovery Phase Strategy

The organizational relocation conceptual design has

characteristics that would inherently support recovery efforts following a population relocation. It is well designed, in foundational terms, to preserve an organizational capability to perform specialized activities essential to the survival of society.

Organizational relocation planning might not, however, result in a plan with sufficient detail to insure a smooth recovery from a massive population relocation. The existing planning guidance for this concept does not stipulate specific recovery period planning activities.

Organizational relocation planning, then, provides an excellent foundation on which to base recovery planning. Unfortunately, it fails to use that foundation and does not require sufficient planning detail to outline essential recovery phase activity.

Comparison of the Impact of the Advantages and Disadvantages of Current Crisis Relocation Concept and Organizational Relocation Concept Planning on the Salient Recovery Phase Strategy

Neither concept places sufficient emphasis on the recovery phase planning. The current concept is essentially silent on the subject: only vague references are made to a need to plan for the resumption of pre-crisis activity. This must be considered a serious fault in the current concept for the recovery phase could very well be characterized by serious, years-long survival difficulties.

Organizational relocation appears to recognize this fact and provides an excellent organizational base on which to base sound recovery phase planning. Even with no specific recovery phase planning, the organizational characteristics present in this concept would be supportive of recovery phase activity. At a minimum, it would provide the essential organizational structure around which a recovery phase

could be planned. However, more detailed recovery phase planning guidance would improve the concept.

OBSERVATIONS

The field experience portion of this study revealed a number of areas in which both current crisis relocation planning guidance and organizational relocation planning guidance could be improved. Field experience also proved valuable as a background matrix for a comparative analysis of planning guidance. In general, this analysis served as a tool to indicate areas where improvements might be made in the organizational planning relocation methodology and, to a limited extent, in the current crisis relocation guidance.

Each of the specific problem areas encountered during the field portion of the study will be discussed in an attempt to maximize the benefits gained from firsthand experience. Other findings will be discussed in more general terms.

Candidate List Development

Even a cursory examination of the development of the candidate list points out a need to continually update plans. Examination of current data revealed that there was considerable change in the number and location of firms in even a relatively small city. From the standpoint of organizational relocation, this means that extra care must be taken during initial planning and that plans should be updated on a regular basis.

Business Management Education

Initial contact with industrial and commercial managers is extremely important. During initial contact, the concept must be

explained. The guidance should contain a standard briefing for this purpose. It appears that the initial contacts will probably take about 30 minutes each. Since the information that can be presented in such a short time is relatively limited, the planning guidance designed for use by individual firms should be simplified -- a fill-in-the-blanks approach should be considered.

Employees with Working Spouses

This is a potentially serious problem. Its effect could be somewhat attenuated in most cases by direct contact with industrial and commercial firms. This, in conjunction with compensating estimating techniques, should reduce this problem to a manageable scope.

This means, of course, that each firm should be visited before its employees are enrolled in an organizational relocation scheme. Contrary to the existing guidance, summary plans for individual firms cannot be developed with any assurance of usable accuracy unless direct contact is made with the concerned firms.

Management Continuity

The guidance implies that a single contact needs to be developed in each firm. This is not sufficient: managerial members of firms are often reassigned to different locations, or they change firms. Broader contact is needed with organizations.

Host Area Data

As currently formatted, planning data is difficult to use, especially when coordinating in small geopolitical areas. A cross reference system is needed.

"Summary Contingency Plan for Organizational Relocation" -
"Organizational Assignment Form"

The present form, with minor modifications, is well suited for use when planning for relatively small firms. A different or modified form is needed for larger organizations.

Guidance Formating

The format of the current guidance is confusing. Specific planning guidance should be published separately from other information.

Cornucopiate Guidance

There is too much guidance. Its volume should be reduced or a complete index should be developed for all available guidance.

Building Block Planning

The organizational relocation concept takes a practical approach and plans for the relocation of organizations during initial host area allocation efforts. In this way, it avoids the necessity to re-allocate host area resources during later planning. The current crisis relocation concept calls for organizationally focused planning during a later planning phase. This might invalidate First Phase resource allocation efforts and make major revisions to earlier plans necessary.

Planning Phase

Organizational relocation planning appears to be feasible. In comparison to current crisis relocation planning, no concept hindering planning boundaries were discovered. In fact, this planning methodology appears to offer a number of advantages over the current planning system. It might require more time and more planners. But, because

much of the detailed planning would be done by business, any increase in cost would be relatively small in comparison to the increase in the amount of planning accomplished.

Execution Phase

The organizational relocation planning methodology might have an adverse effect on the concept's salient execution strategy: the relocation of individual organizations might have to be based on summary plans. Comparatively, it should still provide more up-to-date and more detailed plans than the current concept. It also avoids what might be a major hazard of the current concept: the formation and activation of a front-line emergency management superstructure at a critical moment.

Recovery Phase

The basic organizational relocation planning approach, detail planning at the individual organization level, would establish an emergency management superstructure with characteristics that inherently enhance recovery phase activity. This is probably the major advantage of this planning methodology. Comparatively, the current concept offers no specific foundation or strategy on which to base recovery.

Chapter 6

CONCLUSIONS

Four general areas of investigation have been pursued in this study to provide evidence of the feasibility of organizational relocation and to develop a better understanding of its planning guidance requirements. A brief discussion of the conclusions reached concerning industrial acceptance, government acceptance, arguments for and against the concept, and planning requirements should make it possible to reach general conclusions.

INDUSTRIAL ACCEPTANCE²⁶

If given sufficient information, clear guidance and a positive support commitment from the federal government, industrial and commercial management should accept the organizational relocation concept. Currently, very few business managers are aware of the existence of any specific emergency management program, especially organizational relocation. Before they will commit their firms' resources to such a program, it must be fully explained to them. Simplified, clear guidance is also necessary. Business-persons, even those willing to participate in emergency planning, do not have the time to assimilate and employ complicated planning procedures. Simple, flexible planning procedures will encourage their participation. Finally, the federal government must convince business that it solidly supports organizational relocation.

GOVERNMENT ACCEPTANCE

Data concerning local government acceptance of the organizational relocation concept was limited in scope. The data that was collected strongly indicates that the concept would be acceptable to both risk and host area governments. A broader look at local government's acceptance of the concept would probably reveal a preference for a modification of the concept to reduce its dependence on voluntarism.

ARGUMENTS

Many arguments were raised for and against the organizational relocation concept. Arguments in support of the concept depict superior basic organization, and its results, as the fundamental advantage of this strategy. None of the arguments which were raised against the concept are strong enough to preclude its successful implementation. Rather, they serve to point out a number of areas in which the concept could be improved and areas in which additional study might be required. Further, the arguments against the concept were raised during initial contact with it and, as shown earlier, additional contact with the concept tended to increase its acceptableness. In any case, the arguments against the concept were raised in the context of general concept approval. Most importantly, no arguments were raised against the concept's impact in the recovery phase.

PLANNING GUIDANCE STRATEGIES

In a conceptual sense and in terms of its basic approach, the existing organizational relocation guidance is adequate. It will insure

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NORTH CAROLINA DEPT OF CRIME CONTROL AND PUBLIC SAFETY--ETC F/G 5/1
ORGANIZATIONAL RELOCATION: A FIELD PERSPECTIVE.(U)

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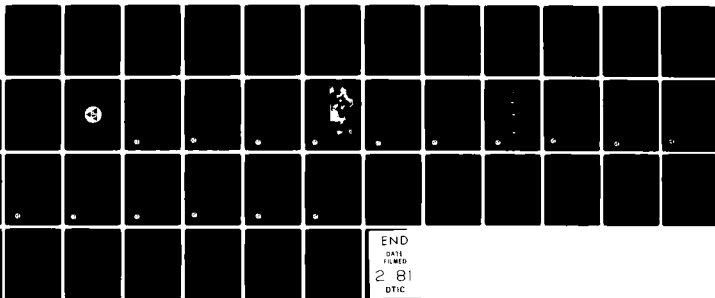
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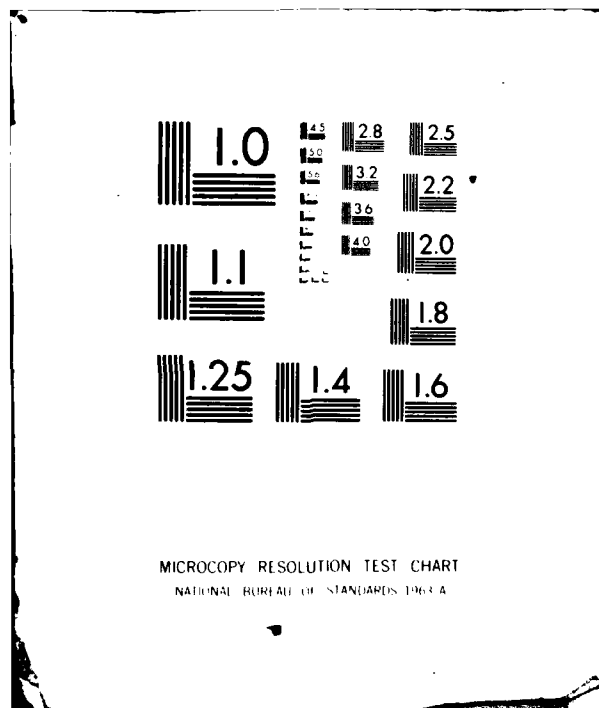
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the development of detailed, up-to-date plans at the same time that it avoids unnecessary planning.

On the other hand, the current guidance does induce a number of correctable problems. Significantly, a number of these problems are equally applicable to current crisis relocation guidance and to organizational relocation guidance.

GENERAL

The data and analysis in this study provide evidence that the organizational relocation concept is feasible. It also provides evidence that tends to prove the basic soundness of organizational relocation planning guidance.

The evidence supporting the contention that the concept is feasible is relatively strong. The concept is acceptable to business-people, its prime, front-line managers. It also appears to be acceptable to the government managers who will have local responsibility for the development of emergency plans and for their implementation. From a functional point of view, no arguments were discovered that would preclude the successful implementation of the organizational relocation concept. Finally, the organizational planning guidance is basically adequate. It appears, then, that the organizational relocation concept is both perceptually and functionally feasible.

Chapter 7

RECOMMENDATIONS

Although the evidence in this study strongly indicates that the organizational relocation concept is feasible, the existing guidance could be improved in several areas. The solutions to some guidance problem areas are obvious, but additional study will be necessary to develop solutions in other areas of guidance difficulties. A broader field application of the concept is also needed to fully examine all aspects of this strategy of relocation.

As a direct result of this study, the following recommendations are made to improve organizational relocation guidance.

- Develop an estimating technique to overcome the problem of a population multi-count resulting from more than one working spouse in a large number of families.
- Reduce the concept's heavy reliance on voluntarism by stipulating positive participation commitment from organizations during First Stage planning.
- Establish clear boundaries between organizational and governmental responsibilities to prevent authority conflicts, strengthen the authority of organizations and reduce questions of liability.
- Develop a clear federal funding responsibility policy to motivate positive organizational commitment to the concept.
- Develop an averaging technique to compensate for the seasonal fluctuation of the number of employees in some firms.

- Study the possibility of providing incentives to encourage organizations to complete their emergency planning early.

- Consider the need to provide incentives to encourage organizations to participate in organizational relocation planning.

- Publicize national commitment to nuclear civil protection planning to demonstrate federal commitment to business managers.

- Study the possibility of using the same organizational relocation plans to respond to both nuclear war threats, fixed-site nuclear plant accidents and other emergencies requiring evacuation.

- Consider the projected effectiveness of traditional volunteer agencies during a nationwide nuclear crisis.

- Publicize emergency plans to increase public confidence in the government's ability to handle a crisis and to encourage the public's disciplined compliance with such plans.

- Stipulate broad-base contact with organizations to insure management-contact continuity over time.

- Reduce the amount of crisis relocation guidance issued for field use.

- Develop a complete index for all crisis relocation guidance.

- Develop an alphabetically arranged cross reference for "National Shelter Survey All Facility Listings" and "Crisis Relocation Planning Host Area Facility Listings."

- Revise the "Organizational Assignment Form" in the "Summary Contingency Plan for Organizational Relocation" to make it easier to use when dealing with large firms.

- Revise the guidance to be provided to organizations to eliminate all information that cannot be described as specific planning instruction.

As made clear at the beginning of this report, this study was limited in scope. A broader field application of the concept is needed before any attempt is made to focus relocation plans on an organizational-based concept. Specifically, a complete real-world organizational relocation plan needs to be developed for a typical risk area and its supporting host areas through First Stage planning as outlined in current organizational relocation planning guidance. This approach would provide field evidence to further demonstrate the feasibility and practicality of organizational relocation planning. More specifically, it would produce a potentially usable real-world plan which could also be used as an illustrative model for future planning.

To further document the feasibility of organizational relocation and to further improve the existing first-effort guidance, two additional follow-on study efforts would be advisable. A second follow-on demonstration phase should be devoted to the development of a limited number of detailed real-world organizational relocation plans for diverse individual firms as stipulated in Second and Third Stage planning guidance. These detailed plans should be written against the matrix of completed real-world risk and host area organizational relocation plans. Such plans should also be usable as illustrative planning-aid models.

A third follow-on phase should utilize the experience gained in the preceding study phases to further revise existing organizational relocation planning guidance. That is, the guidance necessary to implement organizational relocation should be revised to reflect accumulated field experience.

In summary, the organizational relocation concept offers many benefits, and its development should continue. The specific lessons learned in this project should be used to revise the existing guidance and to direct the further study of specific problems. On a broader scale, the guidance should be thoroughly applied in a more comprehensive field-test environment.

FOOTNOTES

¹William W. Chenault and Cecil H. Davis, Organizational Relocation ([n.p.]: Defense Civil Preparedness Agency, 1979), p. 1.

²Chenault, p. 1.

³Chenault, p. 1.

⁴U. S., Executive Office of the President, Office of Management and Budget, Statistical Policy Division, Standard Industrial Classification Manual: 1972 (Washington: Government Printing Office, 1972) with 1977 Supplement by Office of Federal Statistical Policy Standards (Washington: Government Printing Office, 1977).

⁵U. S., Department of Defense, Defense Civil Preparedness Agency, Guide for Crisis Relocation Contingency Planning: Operations Planning for Risk and Host Areas ([Washington]: n.n., 1979), Table 7-1, pp. 7-2 and 7-3.

⁶U. S., Department of Defense, Defense Civil Preparedness Agency, Guide for Crisis Relocation Contingency Planning: State (and Regional) Planning ([Washington]: n.n., 1979), List A, pp. D-5 to D-13.

⁷North Carolina Department of Crime Control and Public Safety, Division of Civil Preparedness, "North Carolina Civil Preparedness Emergency Operations Plan for War." ([Raleigh, N. C.: North Carolina Division of Civil Preparedness], 1977), Annex N, Appendix 12, pp. N-12-1 and N-12-2. (Mimeographed)

⁸Chenault, Part Three, p. 1.

⁹Although not directly related to industrial acceptance of the concept, two additional windfall observations can be made from data collected to support this chapter. One concerns the relationship between time expended in contacting organizations and the percentage of risk area population represented by the organizations. The second observation concerns the availability of transportation for risk area populations.

An examination of time expended in first visit briefing and summary plan data collection activity reveals that 31 percent of the time was used in contacts with 51 large organizations. These organizations represented 86 percent of the risk area population accounted for in this study. This suggests that a significant percentage of the risk area population could be committed to an organizational relocation scheme by enrolling only the larger organizations, in this case -- those with over 200 employees. Such an approach could reduce overall planning requirements and still achieve the desired results. The following reflects time expended and percentage of risk area population accounted for by group size.

Group Size	Average Interview Time	No. Firms Visited	Total Time (Hrs.) Expended	Percent Interview Time Expended	Percent Pop. Accounted For
A	40	32	21.3	20	61
B	30	12	6	6	3
C	32	21	11.2	10	2
D	33	29	16	15	1
EA	38	19	12	11	25
EB	44	13	9.5	9	3
EC	37	32	20	19	4
ED	31	20	10.3	10	1

As a further aside, organizations stated that they could provide transportation (employee or company owned) for 97 percent of the risk area population accounted for in this study. It appears, then, that the transportation of that portion of risk area populations scheduled to relocate as members of organizations will be a negligible problem.

¹⁰Chenault, pp. 32-36.

¹¹Chenault, p. 35.

¹²Chenault, Part Two, p. II-6.

¹³U. S., Department of Defense, Defense Civil Preparedness Agency, Guide for Crisis Relocation Contingency Planning: Overview of Nuclear Civil Protection Planning for Crisis Relocation ([Washington]: n.n., 1979), p. 2-6.

¹⁴Chenault, p. 34.

¹⁵Chenault, p. 35.

¹⁶U. S., Congress, Senate, Committee on Banking, Housing, and Urban Affairs, Economic and Social Consequences of Nuclear Attacks on the United States, Committee Report, 96th Cong., 1st Sess., February 1979 (Washington: Government Printing Office, 1979), p. 133.

¹⁷The reader is cautioned against the total rejection of either the organizational relocation or the current crisis relocation concept. Such a stance is often encouraged by a comparative analysis. It should be remembered that organizational relocation is designed as a modification of the current concept's procedures. For instance, plans under the organizational relocation concept must still make provisions for the

relocation of risk area residents who are not members of a relocating organization. Organizational relocation is, in reality, the current crisis relocation concept with an amplification and emphasis of one of its most critically important aspects. Nevertheless, this conceptual difference could have a major impact on the nation's ability to survive an enemy induced nuclear crisis.

¹⁸Chenault, pp. 39-42.

¹⁹Overview of Nuclear Civil Protection Planning for Crisis Relocation, p. 3-12.

²⁰Overview of Nuclear Civil Protection Planning for Crisis Relocation, p. 3-8.

²¹Chenault, pp. 39-42.

²²Overview of Nuclear Civil Protection Planning for Crisis Relocation, p. 2-7.

²³Economic and Social Consequences of Nuclear Attacks on the United States, p. v.

²⁴Chenault, Part One, p. 1.

²⁵Economic and Social Consequences of Nuclear Attacks on the United States, pp. V-VIII and 1-23.

²⁶Although not arguments against organizational relocation, two additional points that might affect the feasibility of the concept need to be discussed at this juncture. During the field contact interviews, a number of industrial and commercial managers made two points. Several indicated that although the concept would be acceptable from a corporate management point of view, they were not sure what their employees would think of the idea. Some on-site managers also stated that for authoritative corporate headquarters reaction to the strategy, contact should be made at that level. Additional study, then, may be needed to determine if lower level employees and the top management of large corporations accept the organizational relocation concept.

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APPENDIXES

APPENDIX A
First Organizational Visit Briefing Charts

**North Carolina
Department of Crime Control and Public Safety**



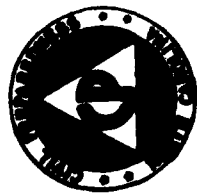
DIVISION OF CIVIL PREPAREDNESS



North Carolina Division of Civil Preparedness

FEDERAL CONTRACT

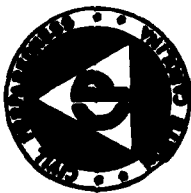
- WITH FEDERAL EMERGENCY MANAGEMENT AGENCY
- STUDY NEW CONCEPTS FOR SURVIVAL DURING A NUCLEAR CRISIS
- ASSESS INDUSTRIAL ACCEPTANCE



North Carolina Division of Civil Preparedness

CURRENT NUCLEAR CIVIL PROTECTION STRATEGIES

- PROTECT PEOPLE IN PLACE
- RELOCATE POPULATION



North Carolina Division of Civil Preparedness

PLANNING STIMULANTS

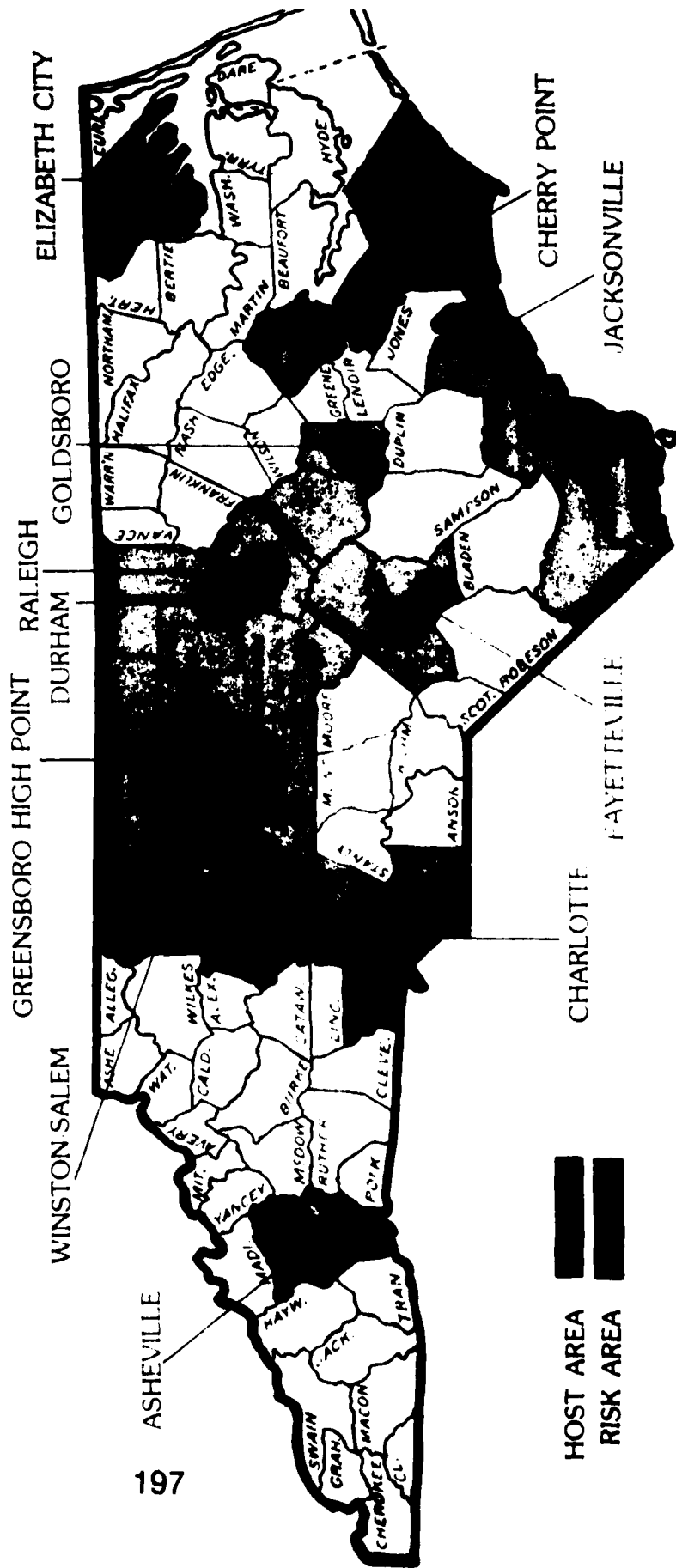
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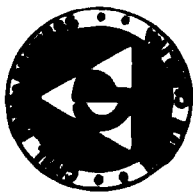
- **USSR NUCLEAR CAPABILITY**
- **PROLIFERATION OF NUCLEAR KNOWLEDGE**
- **NUCLEAR ACCIDENTS**
- **NUCLEAR TERRORISM**



North Carolina Division of Civil Preparedness

HIGH RISK CONGLOMERATES AND ASSOCIATED HOST AREAS IN NORTH CAROLINA





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CRISIS RELOCATION - BASIC ASSUMPTIONS

- A NUCLEAR ATTACK ON THE UNITED STATES WOULD MOST LIKELY BE PRECEDED BY A PERIOD OF INTENSE CRISIS
- DURING THE CRISIS BUILD-UP PERIOD, THE POPULATION IN RISK AREAS WOULD HAVE TIME TO RELOCATE



North Carolina Division of Civil Preparedness

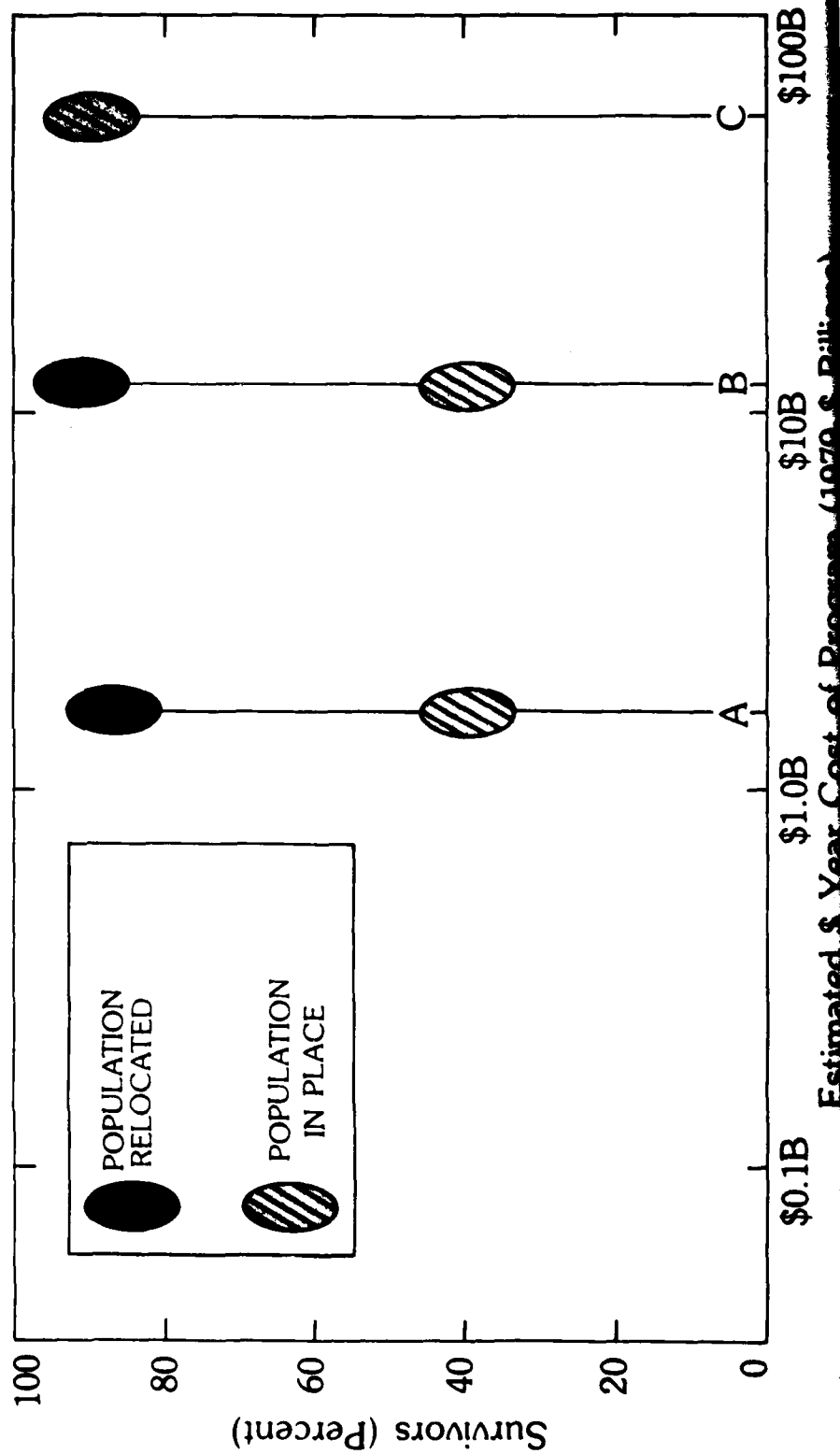
MAJOR REASONS FOR CRISIS RELOCATION

- POTENTIAL TO SAVE MILLIONS OF LIVES
- COUNTER-EVACUATION CAPABILITY
- ADDITIONAL TIME FOR CRISIS NEGOTIATIONS
- COST EFFECTIVENESS



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COST - EFFECTIVENESS COMPARISON





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RELOCATION CONCEPTS

CURRENT

- Relocate the majority of risk area populations as family units
- Relocate a limited number of families as members of key organizations which will relocate as units

PROPOSED

- Relocate the majority of risk area families as members of organizations which will relocate as units
- Relocate a limited number of people as family units



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ORGANIZATIONAL RELOCATION PLANNING

FIRST STAGE

- Normal Conditions — Mild Organizational Interest

SECOND STAGE

- Crisis Expectancy Conditions — Increasing Organizational Interest

THIRD STAGE

- Crisis Conditions — Intense Organizational Interest

FOURTH STAGE

- Crisis — Relocation



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FIRST STAGE

NORMAL CONDITIONS - MILD ORGANIZATIONAL INTEREST

- Nuclear civil protection planners collect data and identify and notify organizations which have been selected to relocate as units
- Nuclear civil protection planners draft summary organizational relocation plans for the selected organizations



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SECOND STAGE CRISIS EXPECTANCY CONDITIONS — INCREASING ORGANIZATIONAL INTEREST

204

- Organizations produce more detailed organizational relocation plans



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THIRD STAGE

CRISIS CONDITIONS — INTENSE ORGANIZATIONAL INTEREST

205

- Organizations complete detailed plans, assign specific responsibilities to individuals and activate their relocation headquarters



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FOURTH STAGE CRISIS RELOCATION

- Organizations implement their relocation plans



North Carolina Division of Civil Preparedness

COMPARISON OF BASIC PROVISIONS

FAMILY RELOCATION (Current Concept)

- Provides a specific pre-designated address to evacuating **families** based on their residence within a relatively large geographical area

ORGANIZATIONAL RELOCATION (Proposed Concept)

- Provides a specific pre-designated relocation address to evacuating **organizations** (employees and dependents)



North Carolina Division of Civil Preparedness

COMPARISON OF BASIC PROVISIONS (Continued)

FAMILY RELOCATION (Current Concept)

- Provides the host area a **labor pool of individuals** with unknown skills. Heavily dependent upon the host area for reception and care.

ORGANIZATIONAL RELOCATION (Proposed Concept)

- Provides the host area already **organized groups** with known capabilities. Reduces host area burden of staffing and managing reception and care services



North Carolina Division of Civil Preparedness

COMPARISON OF BASIC PROVISIONS (Continued)

FAMILY RELOCATION (Current Concept)

- Provides continuity and capacity in **limited** number of selected organizations

ORGANIZATIONAL RELOCATION (Proposed Concept)

- Provides continuity and capacity in **most** organizations



North Carolina Division of Civil Preparedness

COMPARISON OF BASIC PROVISIONS (Continued)

FAMILY RELOCATION (Current Concept)

- Facilitates resumption of organized activity following a crisis in a **limited number** of organizations

ORGANIZATIONAL RELOCATION (Proposed Concept)

- Facilitates resumption of organized activity following a crisis in **most** organizations



North Carolina Division of Civil Preparedness

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ORGANIZATIONAL RELOCATION

APPENDIX B

Sample Contingency Plan for Organizational Relocation

THIS IS A TEST PLAN
ITS SOLE PURPOSE IS TO TEST A NEW CONCEPT
OF CRISIS RELOCATION

TEST

Summary

CONTINGENCY PLAN FOR ORGANIZATIONAL RELOCATION

(name of organization)

(address)

(city, state, zip code)

(responsible official or office)

(office phone)

TEST

Summary Contingency Plan For Organizational Relocation

page _____	
<p style="text-align: center;">ORGANIZATION</p> <p>Name _____</p> <p>Address _____</p> <p>Phone () _____</p> <p>Official _____</p> <p>No. Employees _____ No. Dependents _____</p> <p>H_C_O _____</p> <p style="text-align: center;">TOTAL EVACUEES </p>	<p style="text-align: center;">HOST JURISDICTION</p> <p>County _____</p> <p>Division _____</p> <p>R/C District _____</p> <p>Lodging Section _____</p> <p style="text-align: center;">Lodging Section Office</p> <p>Building _____</p> <p>Address _____</p> <p>Phone () _____</p>
<p style="text-align: center;">RELOCATION HEADQUARTERS</p> <p>Building _____</p> <p>Address _____</p> <p>Phone () _____ Building No. _____</p>	<p style="text-align: center;">COMMENTS</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p>
CONGREGATE LODGING	
<p>Building _____</p> <p>Address _____</p> <p>Phone () _____ Building No. _____</p> <p>Capacity _____ No. ASSIGNED </p>	<p>Building _____</p> <p>Address _____</p> <p>Phone () _____ Building No. _____</p> <p>Capacity _____ NO. ASSIGNED </p>
FALLOUT SHELTER	
<p>Building _____</p> <p>Address _____</p> <p>Phone () _____ Building No. _____</p> <p>Spaces _____ Spaces after Upgrading _____</p> <p style="text-align: center;">NO. ASSIGNED </p>	<p>Building _____</p> <p>Address _____</p> <p>Phone () _____ Building No. _____</p> <p>Spaces _____ Spaces after Upgrading _____</p> <p style="text-align: center;">NO. ASSIGNED </p>
CONGREGATE FEEDING	
<p>Building _____</p> <p>Address _____</p> <p>Phone () _____ Building No. _____</p> <p style="text-align: center;">NO. ASSIGNED </p>	<p>Building _____</p> <p>Address _____</p> <p>Phone () _____ Building No. _____</p> <p style="text-align: center;">NO. ASSIGNED </p>

TEST

SUMMARY

A threat of war or massive disaster could lead to the evacuation of the area where this organization is located. Such a threat is, of course, unlikely. But official contingency plans are prepared for such emergencies.

If such an evacuation is ever necessary, government officials MIGHT request this organization to relocate as a unit. In that case, all employees and their immediate families (who live in the evacuated area) should travel to the **RELOCATION HEADQUARTERS** at the address listed on the opposite page.

Notification. Employees would be notified by radio and television announcements. If time permits, the announcement would also be made through newspapers and through organizational channels. The announcement would say (1) the name of this organization, (2) the address listed on the Cover page, and (3) that the Organizational Relocation Plan is now in effect.

Employees covered. This Plan applies to all employees who work at the address listed on the Cover at the time of evacuation—and who also reside in the "Risk Area" being evacuated. The Risk Area for a nuclear attack is described on the following page. For any other major threat, the Risk Area would be described in media announcements or through organizational channels at the time of the crisis.

Families or households covered by two or more Organizational Relocation Plans (multi-worker families). The family or household should decide—now—which Relocation Headquarters is nearest to the home, and notify each Organization's responsible official (Cover page) that the household will go to that nearest Relocation Headquarters.

IF AND ONLY IF THIS ORGANIZATIONAL RELOCATION PLAN IS PUT INTO EFFECT, ALL COVERED EMPLOYEES AND THEIR IMMEDIATE FAMILIES OR HOUSEHOLDS SHOULD PROCEED TO THE RELOCATION HEADQUARTERS LISTED ON THE OPPOSITE PAGE. If, and only if, this Plan is put into effect, host area facilities will be set aside for housing, sheltering, feeding, and otherwise supporting employees and their families through the crisis. (These facilities may, or may not, be listed on this summary form of the Organizational Relocation Plan. If not listed here, the facilities would be pointed out to employees and families arriving at the Relocation Headquarters.)

TEST

IF THIS PLAN IS PUT INTO EFFECT:

Employees and their immediate families or households should proceed directly to the Relocation Headquarters of this organization, unless they are specifically instructed to do otherwise. (The announcement that this plan is in effect would be carried by the media. If time permits, the announcement would also come through organizational channels.) Note: Other sections of this Plan may designate specific crisis period duties for some individuals. Those individuals may have jobs to do before they travel to the Relocation Headquarters. However, all employees not assigned such duties, and all families, should proceed directly to the Relocation Headquarters.

Employees with cars or other transportation should drive the most appropriate vehicle—a “camper” or similar vehicle if one is owned; the largest automobile; etc.

Employees without cars or private vehicles may either (1) be moved in special vehicles provided at this organization’s address, (2) arrange for transportation with another employee, or (3) travel by public transportation where feasible.

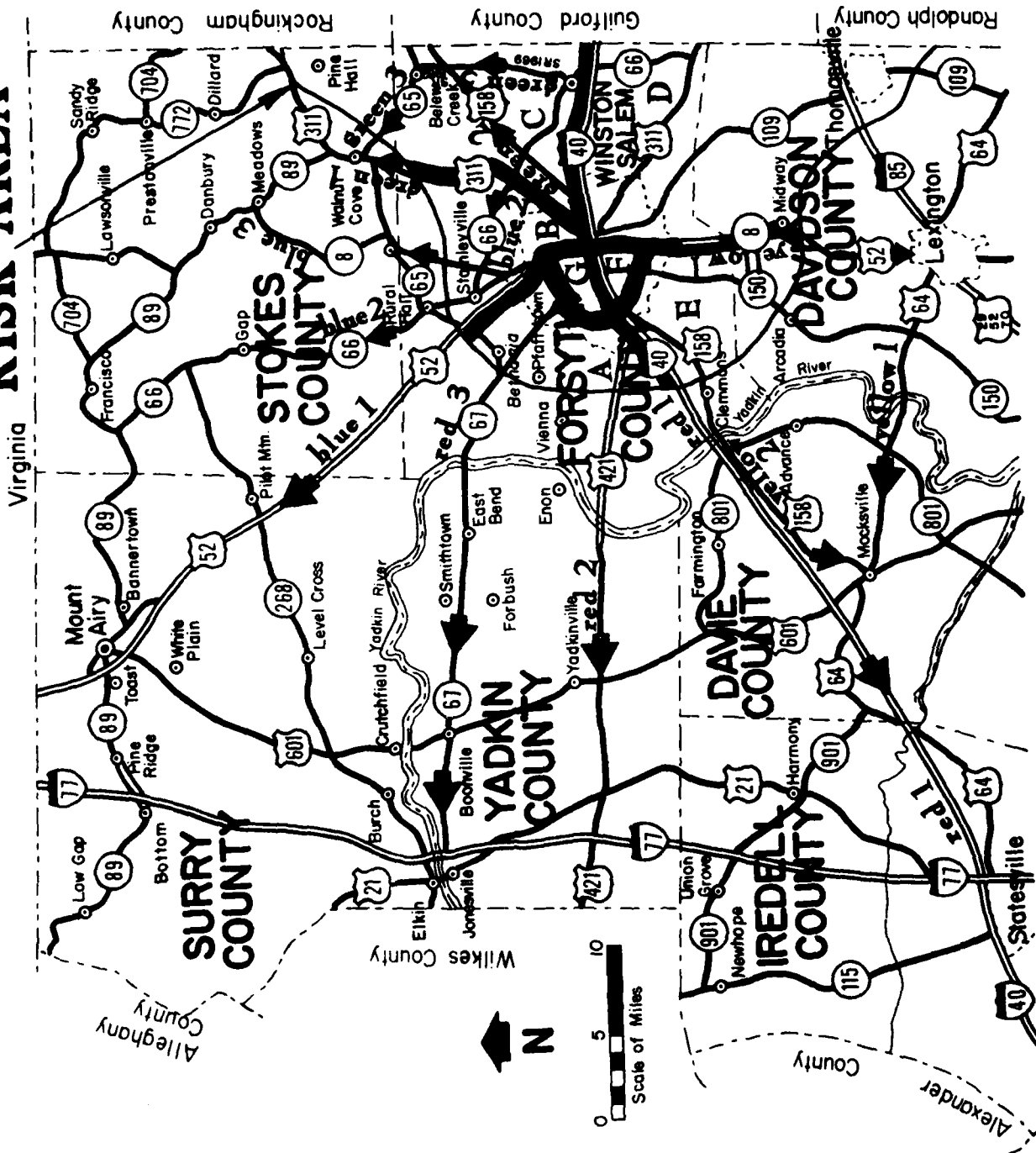
Employees who cannot arrange for transportation should contact this organization (phone number on front cover) at the time of a crisis. If contact cannot be made, or transportation cannot be arranged to the Relocation Headquarters, employees should follow the instructions for the evacuation of the general public in their neighborhoods.

WHAT TO TAKE ALONG

If an evacuation is ever announced, the media will carry detailed instructions describing the items that people should take along. (Most civil preparedness or civil defense offices have such information available.)

In addition to standard items, every individual requiring special medications (insulin, nitroglycerin tablets, etc.) should be prepared to take along several day’s supply of such items.

RISK AREA



RISK AREA

The Risk Area described in this map is the area that might be evacuated in a very severe international crisis. For other types of threats, a different Risk Area may be described in the media. For planning purposes, assume this description of the Risk Area.

TRANSPORTATION ROUTES

If this international Relocation Plan is put into action, employees and their immediate families or householders should proceed directly to this organization's Headquarters Headquarters (address inside front cover). Employees should have access to a private automobile, see next page.

Traffic flows on major roads.



TEST

WHY DOES THIS PLAN EXIST?

- **Organizational Relocation could allow the United States to maintain organizational capacity during crisis negotiations.** For example, if an enemy country began evacuating its principal cities and target areas, the United States could also evacuate its higher-probability target areas—while keeping its productive organizations intact during the negotiations. Essential production and jobs could continue as key workers commuted to the risk area in groups. If the crisis became still more acute, these commuting workers could be evacuated or sheltered quickly; their families and dependents would already be evacuated and sheltered.
- **During a very severe crisis, the organization's other employees (not commuting to the evacuated area) and all able-bodied dependents could be preparing improved shelter in their host area facilities—working as an organized group.**
- **If an attack or other nuclear disaster occurred, both employees and their dependents could face the threat as an already-organized group.** They would be in a position both to deal with the emergency and to restart essential production after an attack or disaster.
- **If evacuation is ever necessary—and whether or not it is followed by a nuclear disaster—the relocation of whole organizations could greatly reduce the burden of providing food, drinking water, lodging, fallout shelter, emergency medical support, and other services to the remainder of our population.** Employees and dependents associated with evacuating organizations would already have a specific address to go to. Lodging and fallout shelter would already be designated for them. The mass of other people moving through Reception Centers and being assigned to mass-care facilities would thus be greatly reduced. In many cases, evacuating organizations would be in a position to help host area officials to organize and provide services for the remainder of the general population.

To Summarize: Organizational Relocation ● would allow more specific evacuation planning for many Americans ● would allow for continuity of organization during a crisis period ● would reduce the mass-care burden of dealing with hundreds of thousands of separate individuals and families ● would improve the country's capability to meet emergency needs in an organized way ● and would signal any potential attacker that this country is in a position to continue essential work during a crisis, while preparing to deal effectively with any disaster that might follow such a crisis.

For These Reasons, the Defense Civil Preparedness Agency Encourages the Preparation of Stand-by Organizational Relocation Plans. They Represent a Low-Cost Approach through which the United States Can Provide Another Option for Dealing with any Future Nuclear Emergency. They also Signal any Potential Enemy That This Country Could—on Short Notice—Prepare an Organized Response to a Crisis Requiring Evacuation, or to a Massive Nuclear Disaster.

TEST

ABOUT THIS SUMMARY PLAN

This "Summary" Contingency Plan for Organizational Relocation is on file with appropriate civil preparedness agencies in *both* the potential evacuation area *and* the host area to which employees and their dependents would move.

If—and only if—it is announced that this Plan is in effect, officials in the host area will immediately open this organization's Relocation Headquarters and the already-designated facilities for lodging, sheltering, feeding, and caring for employees and their families or households.

If—and only if—this Organizational Relocation Plan is put into effect, all covered employees and their immediate families or households should proceed to the Relocation Headquarters designated here (*see within*).

The only exceptions to the above statements are employees who have been given specific other instructions as part of a full-scale Organizational Relocation Plan (*see below*).

A Full-Scale Organizational Relocation Plan?

Organizations covered by Summary Organizational Relocation Plans (like this Plan) are also encouraged to develop full-scale Organizational Relocation Plans.

Depending on when such a crisis might occur, a full-scale plan may or may not exist for this organization. The official designated on the cover of this document will know whether a full-scale plan has been developed.

If a full-scale plan does exist for this organization, any employee assigned specific duties in that plan should proceed on the basis of those instructions.

DISTRIBUTION LIST

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SUMMARY

This study provides evidence of the feasibility of the organizational relocation concept and examines the associated first-effort planning guidance. Data gathered through contact with managerial personnel provided evidence of industrial and governmental acceptance of the concept and a new look at arguments for and against organizational relocation. Real-world first stage summary planning experience resulted in a better understanding of planning requirements by uncovering a number of problem areas. A desk-top analysis conducted against a field-experience backdrop also addressed planning procedures to further define guidance requirements. The study concludes that organizational relocation is feasible, but that additional study is needed to further develop planning guidance before the concept is considered for adoption as a national policy.

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